

# Child and Family Welfare

(*Being the official organ of the Canadian Welfare Council.*)

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- \*No. 4. Reducing Infant Mortality in City and Rural Areas, 1922.
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- \*No. 57a. The Canadian Council on Child and Family Welfare. (Revised edition (1934) of No. 57).
- No. 58. Social Service Exchange.
- \*No. 59. Relief and the Standard Budget.
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- No. 62. Boys in Trouble.
- No. 63. "In Times Like These" (Suggestions for the organization of community welfare and relief services).
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- Supplement B—The Organization of Special Services for Problems of a Particular Type.
- Supplement C—The Organization of Relief Work Programmes. (15c complete).

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(Continued on inside back cover).





# Child and Family Welfare

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## CANADIAN WELFARE COUNCIL STAFF APPOINTMENTS

ON November 24th the following announcement released by the National Employment Commission, appeared in the press :

"It was announced today by Arthur B. Purvis, Chairman of the National Employment Commission, that through the co-operation of the Canadian Welfare Council the services of Miss Charlotte Whitton, its Executive Director, have been temporarily secured by the Commission. During the next few months Miss Whitton will make for the Commission a special investigation of those phases of the relief problem which relate to the co-ordination of governmental and voluntary agencies for relief and social services."

The following day, Mr. John T. Hackett, K.C., President of the Canadian Welfare Council, announced staff arrangements of the Council to provide for the continuance of its services during the absence of the Executive Director. The following is quoted from the President's statement :

"Miss Bessie Touzel, a graduate of the University of Toronto Department of Social Service and with several years' experience both in private and public welfare services, has been added to the Council staff as Secretary in Public Welfare. Mrs. G. Cameron Parker, formerly Director of the Division on Social Welfare for the City of Toronto, has been retained for special community survey projects, particularly in Western Ontario. Miss Marjorie Bradford, formerly Secretary of the Montreal Council of Social Agencies, remains as Assistant to the Director. Miss Muriel Tucker, Secretary of the Family Division, has been assigned in addition to certain community organization work. Miss Fyvie Young, Secretary of the Division on Maternal and Child Hygiene, has been assigned to special field work in the Maritime Provinces. Miss Nora Lea, Supervisor of the Family Protection Division of the Children's Aid Society of Toronto, has been borrowed for a special field trip in Child Care and Protection in the same area."

M.B.

## FACING UP TO OUR WELFARE PROBLEMS

FOR six years Canadians have looked on helplessly for the most part, while a comparatively few of their number, placed in positions of responsibility, have struggled in similar helplessness with new and overwhelming burdens of relief. Administrative philosophies have been based on the assumption of a temporary emergency which it was hoped would quickly disappear and leave no trace, and the ramifications of personal and community welfare problems have been evaded or ignored. Meanwhile Canada's socially dependent have increased to a proportion approximating one-fifth of the population, if we include all forms of social assistance now available to those not economically self-sufficient.

But the past year or two have been characterized by a growing awareness and concern among all classes of citizens. The increasing tax burdens, the incessant demands of philanthropy on the one hand, and the consciousness of bewildering needs and problems on the other, have helped to bring home to Canadians a realization that community and national planning is needed, and that a broader, more responsible interest is imperative on the part of those who are directing and supporting the country's welfare services.

In an effort to stimulate such interest the Canadian Welfare Council, early in the present year, embarked on a programme of regional welfare conferences in all parts of Canada, collaborating with local community groups in the localities to be served.

### This Bulletin a Conference Number

"Child and Family Welfare" publishes this month a selection of the addresses given at the conferences in Ontario and the Western provinces. This is a special conference number, and further significant papers, including several on Public Welfare, will be published in our January issue.

The magnificent response to this programme in so far as it has progressed to date has far surpassed the expectations or records of past experience, and bears ample testimony to the fact that private citizens and full-time welfare workers alike, in the large cities and the rural areas, and in all parts of the country, are sincerely concerned, and ready to face up to larger responsibilities of welfare planning than they had heretofore seen or admitted.

As we go to press, conferences or special meetings are in progress in Nova Scotia, New Brunswick and Prince Edward Island, while in Ontario and the West, since the middle of September, formal conferences have been held in London, Fort William and Port Arthur, Winnipeg, Saskatoon, Regina, and Victoria. Many organizations have also met during the same period to hear addresses

on Canadian Welfare Problems by a representative of the Canadian Welfare Council in these same cities and in Windsor, Sudbury, Calgary, Edmonton and Vancouver, as well.

In the Maritimes by the first week in December the cities of Halifax, Sydney, Antigonish, Charlottetown, Moncton, Saint John, and Fredericton will have been visited by representatives of the Council, participating in formal conferences or informal round table discussions arranged with the assistance of various local groups.

### **Keynote Sessions on Planning, Public Welfare and Basic Services**

Though programmes varied, the keynote sessions in most instances were those on "planning the community's welfare services", with practical discussions of the co-ordinating services required if welfare agencies are to work together in continuous and efficient cooperation, and the relative responsibilities of public welfare and voluntary philanthropy in meeting present community needs.\*

In Winnipeg, the highlight of the two-day sessions (The Fourth Manitoba Conference on Social Work in which the Central Council of Social Agencies of Manitoba collaborated with the Canadian Welfare Council) was the discussion on "Experiments in Relief Policy" with His Worship Mayor John Queen, M.L.A., of Winnipeg presiding. The meeting opened with an address by Miss Charlotte Whitton, Executive Director of the Canadian Welfare Council, followed by discussion directed and led by Alderman Margaret McWilliams, in which the other participants were Col. J. A. Ross, Melita, Reeve of the Municipality of Arthur, R. J. Shore, supervisor of the Rural Rehabilitation Commission for Manitoba, John Spalding, Minota, Secretary of the Union of Manitoba Municipalities, His Worship Mayor R. S. T. Greer, of Carman, and Robert Jacob, K.C., Chairman of the Greater Winnipeg Unemployment Advisory Board. While space does not permit a detailed report of these conferences here, this example is cited as an indication of the representative and regional attendance.

In Regina and Victoria also, the discussions of public welfare policy were among the conference highlights.†

The splendid participation in conference programmes and the participation of provincial and local public welfare officials and of civic and provincial legislators was a feature of the conferences throughout the west, and the Victoria conference had the honour of welcoming also, Mr. Charles Ernst, Director of Public Welfare of the State of Washington who addressed an evening session on "Trends in Public Welfare".

\* See article on "Organizing Resources for Community Needs" page 16  
† See article on "Practical Considerations in Rural Relief" page 48

### **Private Citizens, Labour and Youth Groups Participate**

All conferences reported on to date have been characterized by the attendance and participation of an interested laity which lifted them at once out of the narrow sphere of "professional" gatherings. In Regina the active participation of representatives of Unemployed Men's and Veterans' Associations and strong rural representation from the south of the province featured all discussions. Labour participation was strong also in Fort William and Port Arthur, but at the "Head of the Lakes" youth carried away the meeting. "Unemployment and Youth" was the featured subject of discussion of this conference and representatives to the recent Canadian Youth Congress in Ottawa were active participants. In closing the discussion of this meeting one young lady of nineteen called upon her own generation to do something themselves about their present plight and not leave it all to their elders. "What we need to do," she said, "is to put our own hearts into this thing. If our grandparents, who had their own troubles too, had waited for a Youth Bill, where would we be to-day?"

There were in all conference programmes discussions on basic services in child welfare, family welfare, and recreational interests. We print two papers on child welfare in this issue, by Miss Nora Lea of Toronto, and Miss Lyna Mess of Victoria, another on recreational interests as a strength in family life by Mr. Brent of London, and Mr. Stapleford's challenging study "The Contribution of Social Work to the Life of To-day", one of his addresses to the Conferences in London, Winnipeg, Regina and Saskatoon.

The London Conference (regional for Western Ontario) was most comprehensive in its programme, with attention divided among many topics of challenging interest. One important session here was devoted to Health Services.\* London, as Victoria, welcomed a distinguished United States visitor in the person of Mrs. Blanche Ladu, of the American Public Welfare Association, who spoke on the development of state public welfare services.

Well over one thousand Canadians were active participants in the conferences of Ontario and the West on which reports have been received as we go to press, and several thousand more people took part in the featured public meetings and gatherings of men's and women's organizations, welfare societies, service clubs and Boards of Trade, which met to hear addresses by representatives of the Council as auxiliary events to the formal conference programmes.

M.B.

\* See Dr. Phair's paper on "What a Health Service Can Mean to a Community"; other health papers to be published in a subsequent issue.

## THE CONTRIBUTION OF SOCIAL WORK TO THE LIFE OF TODAY\*

F. N. STAPLEFORD

General Secretary, Neighborhood Workers Association, Toronto

SOME day soon I hope that a book will be written which will sketch the history of the modern social work movement. Of books relating to different aspects of it, there have been many, of course, but the story of the development of social work in its broader aspect in the last fifty or sixty years is an absorbingly interesting one. The radio and the comic strips will picture social work as it was in the time of Dickens. Little Orphan Annie at the present time is in the fell clutches of the matron in the Poor House, and is having a pretty bad time of it indeed.

But these things only indicate that the real story of social work and its development has not yet got down into public consciousness. The most significant agencies, and the ones whose work is most valuable have, as a rule, come into existence within recent years. There is as much difference between social work now and what it was fifty years ago, as there is between the quiet horse-drawn traffic along dusty country roads, and the mechanized transport of to-day. I realize that that analogy is an unhappy one as it suggests something mechanical and machine-like. The whole genius of the modern social work movement is that it is not that at all, but something very individualized and personal.

There has been a great development of established agencies dealing with particular types of need—the blind, the uncared for child, the unmarried mother, and so on. There have been many different kinds of agencies developed within recent years, perhaps too many. A great army of board members, volunteers, and also a certain number of professional staff have been developed to carry on this work.

### Modern Social Services Reflect Great Social Changes

The creation of these organizations is the result of two forces. In the first place it is a reflection of the great social changes that have taken place, giving rise to new community needs. Secondly, it is a result of the awakening of social conscience. People know of the problems, needs and sufferings of others now in a way that was impossible before. Of course there has always been the good neighbour who would sit up with a sick friend.

There has been a great flood of literature interpreting to us how the other half live. There has been, as I have noted, not

\* The substance of an address to regional welfare conferences under the auspices of the Canadian Welfare Council and community welfare agencies in London, Winnipeg, Saskatoon and Regina, September-October, 1936.

only a great elaboration of social work organizations, but there has also been a profound change in the viewpoint and approach of the whole subject. The depression intensified all problems and created many new ones. It made a great change also in the type and number of people touched by social work. Great numbers of people have needed the services of social agencies, not because they were inferior in stamina and character, but through an economic cataclysm over which they had no control. The poor that we have always had with us were, to quite a little extent, the biologically poor. There were, of course, always the mischances of life which plunged many into poverty, but as a rule this was a temporary matter not unduly protracted, and they emerged to take their places once more.

### **What is the Situation To-Day?**

The poor of today are just a normal cross section of our whole population. They feel their position bitterly because they feel it has in it the stamp of failure. But many of them are not failures. They are normal people caught in a set of conditions quite beyond their control.

Any community is just the world written small, and to summarize the situation in any community is to attempt an impossible task, as all the varied currents of world influence are being felt strongly in that community. There are two absurd paradoxes —one is the tremendous and widespread desire for peace, coupled with a course of conduct on the part of a number of great nations, which is hurrying them powerfully in the direction of war. The other is that paradox so frequently pointed out, of want in the midst of plenty and the very plenty causing problems of want.

The real centre of unrest lies in the realm of psychology. There is an immense feeling of frustration. Our newspapers make us aware day by day of the boiling up of human passions, resentments and bitternesses, national egotisms and aspirations, now in this country and now in that. If we only could estimate the magnitude and importance of the changes that are going on in social life to-day, we could bear with more fortitude the uncertainties and anxieties about the present. Where are we going? That we do not know. The hopeful believe that a new order is being evolved carrying higher values for human life, but the comfort and assurance of knowing the stages of development working towards this is denied us. The feeling of defeat and pessimism is everywhere prevalent and is largely due to this.

There is an intense search for greater economic security and this is bound to be found with an increasing measure of success.

Life in the future will not be subject to the economic hazards of the present, but there will be built up safeguards which will, in a large measure, remove that ghastly sensation which affects so many, of standing just on the edge of an abyss.

During the past two years a good many of the unemployed have gone back to work, but a good many haven't. What is happening to them? What is happening to the children? How are they feeling about life—what sort of impressions are being registered there?

During the summer the Neighbourhood Workers Association of Toronto places children who need a country holiday in the homes of those hosts and hostesses who are willing to give this service to the children. This last summer, 1,043 children were placed in this way. Two little girls were received at the summer cottage in Muskoka of a prominent man and his wife and were given the time of their young lives. One day the older girl solemnly asked if it were Monday. When they said it was, she asked if she could go with them while they got their cheque. "Cheque" they asked her, "What cheque?" "Your Relief cheque" she said. When they explained that they didn't get relief cheques and weren't on relief her eyes opened wide and she said, "Why, I thought everybody got relief cheques these days."

### **Those Who Have Given Up The Struggle**

Is it any wonder that in the long strain of unemployment, there should be a percentage of families, and it is a small percentage, whose initiative and self-help seem to have weakened to the point where they have practically given up the struggle? There is no fight left in them. These do not constitute a high percentage of the total but there is enough of them to constitute a tremendous community problem. The social and economic burden of these families in the future is going to be quite serious. The comparatively small group of the chronically dependent is being rather seriously augmented and will be a problem in the coming years, even if the improvement in employment opportunities continue. There is a large marginal group of only partly efficient workers. We have always had these, but the number is greater now, and conditions in the past were more favourable for this group to get employment. These handicaps consist of age, physical defects such as chronic bronchitis, those recovering from tuberculosis, heart condition, disgusting skin diseases, etc., mental diseases, epilepsy and character defects. In this last group are the men who have dropped their work habits. Because of laziness, vice or drunkenness, employers pass them by.

The number of these disorganized and broken families has undoubtedly increased due to the depression. I am not here speaking of the fact that the working efficiency of thousands of men has been lowered due to the long continued idleness. This is a perfectly natural result of the situation, and with patience on the part of the employer, it can be corrected.

In the group that I am referring to here, the process has gone a good deal further, and for many reasons, a good number of those who in the past have had employment for at least part of the year now get practically no employment and are partially or totally unemployable. The percentage of those partially or totally unemployable of the number of those listed as unemployed is not known, but the number must be considerable.

These are only a few of the factors which could be mentioned as troubling the waters of community life. It is true that in the past communities had far more problems than they themselves realized, and that the feeling that we have of being crowded with tremendous difficulties is partly, of course, due to the fact that the world has grown smaller and problems are shared over a wider area, and that we have come to a particular time in which these seem to have boiled up with tremendous intensity. But it is also in part due to the fact that we have become aware of them, that the interpretation of these problems is going on through so many avenues that it is impossible for the individual to escape some realization of them.

### **What Can Social Work Do?**

In these hectic times, what can reasonably be expected of social work? What can social work actually do, and here I must be careful not to overstate the case. It is a natural human failing to over-estimate the importance of the particular work in which one is engaged.

There are many forces operating in the community, and social work is only one of them. It certainly cannot carry the burden of the world's redemption, but I believe profoundly that it has a very important contribution to make now, and in the future.

What is the nature of this contribution?

In the first place, it can at any rate hold the line and make life possible for people until a more fundamental solution is found. Social work has been accused of being a stop-gap, of dealing with results rather than causes. That is only partly true, but there is some measure of truth in it. It is a pretty tangled skein which is being unravelled and it takes time. The people, for example, who are suffering from unemployment or those who come to old

age unable to have made provision for themselves—they cannot wait for a fundamental solution. They have to live in the meantime. And it is the task of social work to find a human and effective method of caring for them.

This is no plea for relief as a substitute for more fundamental ways of meeting the problem of unemployment and dependency. We have been altogether too patient. One of the disappointments of the present is the lack of fundamental thinking and the urge to really find some more effectual means. But in the meantime, we do not want a generation of babies with ricketts, or of adults so enfeebled in physique that they could not take work even if it were offered. We cannot mortgage the physical future of tens of thousands of people and leave them to want and despair. Help them we must! There are good methods and there are bad methods of handling these problems. The urge should be behind the most effective and efficient methods.

Secondly, social work is developing a method of handling the problems of people,—a method which we call social case work—which is becoming increasingly effective in handling these problems and which will have much wider application in the future.

### **What is Social Case Work?**

Perhaps I should stop here to ask the question, "What is social case work?" It is still not very widely known what exactly is the approach and what a social case worker tries to do. Poverty there is as everyone knows. Sickness and other disablements happen all too frequently. There have always been the unfortunate and the destitute. The community has always had to make some arrangements for meeting situations of this kind.

In larger cities it is quite clear to everyone that there must be special organizations and individuals whose work it is to seek out and help people in need. The need for material relief for such families requires no argument, but the work of the social case worker goes beyond this. In the one case you have an investigation to establish economic need. Does this family really require, or not require, the help of the community? That work, of course is still going on and must go on. But when the investigation is complete, that finishes the process. Either the family do require help and are given it, or they don't. It stops at that point.

Case work just begins at that point. Here you are, sitting looking into the eyes of a person who has come to you because of some social need. In many cases the need is solely economic and can be met on an economic plane. But in many cases that

is not so. In the eyes of that person facing you, you may perhaps read a sense of defeat—the slouch of the shoulders, the listless answers, everything indicates that that individual is being beaten in the battle of life. Or, in another instance, a smouldering resentment against life is shown. Bitterness is eating up all the gentler qualities. A wife comes in and says, "I don't know what has come over Jim lately. He used to be so good to the children and so nice in the home, but now he is just like a bear. The children are gettng afraid of him".

In this question of case work, the value you will put upon it will depend upon the value you put upon family life. Do you believe that a good home is necessary to the proper development of children? Do you believe that family life that shows mutual help and consideration affords perhaps the only real basis for happiness? If so, then it follows necessarily that the emotional life of individuals, those things which go on in their minds, their attitudes to each other and to life generally, become tremendously important. Here is a family where the family life is breaking down under stress. Incessant nagging and recrimination are poisoning the atmosphere of the home. The children are glad to escape out into the streets. It is out of conditions of this kind that your serious community problems are born. Juvenile delinquency, illegitimacy and all the dreary round of problems so familiar in the life of a modern community are born out of just such conditions as that. Is it enough to go into a home of that kind and say, "I will see that a grocery order is sent round to-morrow" or "Here is your relief voucher"?

It is impossible to go into those home situations without realizing that their need for food may be readily met, but that those other problems are the real root of the whole difficulty in the home, and to go away leaving things as they are, is to do nothing for that family in any real sense at all.

### No Magic in Case Work Method

Now I do not want to make too high a claim for social case work. There is no magic in it. We cannot say that two or three visits in a home, and a little advice given, and all of these problems clear up. But what we can say is that an experienced and good case worker can better conditions tremendously in many cases of these types. The approach of the case worker is one of understanding and sympathy. She must have a broad background of knowledge as to what throws up problems of this kind. Her attitude is not censorious. The effort is to understand, not to condemn. People feel that they can tell things that lie below the

surface of life. Sometimes even having some person to whom you can tell things that are burning away in the centre of your life has, in itself, a great sense of release. What person among you has not felt this need? You are probably fortunate in having an understanding husband or wife, or some friend whose judgment you rely upon. But many people have no such resource. Their problems and difficulties they can talk about, of course, but they do not want to just gossip about them. The true case worker has a sort of understanding receptivity. The very way in which the story of the individual is listened to brings out that story and eases the mind of the teller. Then the case worker having experience in family situations, and in the problems and difficulties that come to people, is able to give a more objective viewpoint, interpret the situation from the other side, and help that individual to see things in a much wider relationship.

The case worker also must know in detail the resources which the community possesses, in health, in recreation and in social welfare organizations. Often there is a community provision to meet the need that that individual is feeling, but the client knows nothing about it. New opportunities are shown, lives that are hemmed in and blocked are shown a way to escape. I want to tell you that when a case worker is facing an individual in deep trouble, that if that case worker has good judgment and experience and training, that many, many times something of tremendous importance happens to that individual in that interview, some little inner release of hope, some feeling that the situation isn't as dark as he had feared, that it is worth while to keep on trying.

Sometimes the improvement in the family taken under care is slow, and discouraging. It is only when you include a considerable period of time that you can take courage in their progress. But what does happen in numberless cases is that a family which is beginning to slide downhill, has this downward process arrested and the reverse process of slowly and painfully climbing up again started.

### **Social Work and the Search for Happiness**

There is a great need in any modern community for the kind of service which the social case worker has to offer. Even from the dollars and cents standpoint this work pays. It has been estimated that each child made a ward in the city of Toronto costs the city on an average, some \$4,000.

A good deal has been learned in the last 25 years about the causes of human misfortunes. Why there is so much strife and disagreement in homes, why men desert their families, the causes

of human slackness and inefficiency, and something of the wide range of mental shortcomings and differences which exist among a large group of people whose minds have never reached their full development, or who suffer from some form of mental illness.

The white-hot core of the world's discontent lies not in the economic, so much as in the psychological field. There is no middle-aged person who cannot think back to the conditions of his childhood, who could not tell of much simpler and harder economic conditions which prevailed then.

We think of the depression and of the tremendous economic problems of to-day, but most people carry on their life in the midst of what would have seemed like material abundance less than one life's span away. It is not because we have less, but because we feel the rising urge and the stir of new forces and powers, because we feel life hemming us in and inhibiting the free expression of our life. It is because we feel there are powers that we are not using, that we are going through life wasting a great deal of what we have to contribute and to express.

There is the great area of relationships of each individual with other persons in his social group. How can the individual find happiness, how can he find success in friendship, in married life and all the human contacts through which happiness comes, if it comes at all? Well, social work has a real contribution to make there. It has been studying the causes of these mal-adjustments of the people who don't fit in, who may have become community problems because of the bitterness developed through this lack of expression. The problems with which social work is dealing are not confined to a small section of the population—to a dependent class. These problems run all through life. How many people would admit living a completely satisfactory life? It is a matter of degree largely.

If social work can throw light on the causes of faulty human relationships and help the individual, caught and held by a set of circumstances too complicated for him to find a path out to a more normal and happy life, it is doing something which will have very wide application. Just as the study put upon dependent and abnormal children has come back to enrich the whole field of child study and has helped to a greater understanding of the supposedly normal child, so will this study which social work is making of what are supposed to be abnormal family and relationship problems come back to the community in an enriched understanding which will help all the way through.

## And The Search For Truth

It gives a broad basis of fact in regard to what actually is happening in the community, and those who are feeling most acutely the pinch of economic and social inequalities. It has no panacea to offer. Its approach is the painstaking one of gathering facts to lay alongside of facts. There may be social workers who have political opinions of every colour from violent red to ultra-conservative violet, but social work technique as such does not carry any label.

It does not claim to effect a community reformation overnight, but it can point out the next steps that can be taken. The great codes of social legislation that have been built up have been, to quite a little extent, based on the facts which social workers have found and placed before the public. It is true that these social work codes did not prevent the cataclysm of this great depression. It showed that there were weaknesses in the social structure that this approach was not meeting, and once again the toilsome and painful process of studying the situation with the endeavour to find a remedy must be taken up. The remedy, as I have said before, does not of course lie only in the hands of social workers, or even primarily there, but there is a contribution which can be made by those who face the actual people who suffer from the situation.

The method of social work is a sane and sound one and does offer a path along which real advances can be made. The fact that the social welfare legislation has not done everything should not cloud the fact that it has brought a measure of security and happiness to a very large number of people; social work does offer a method which is sound in the diagnosis of human life. We are exploring ways of equalizing burdens and bringing in a more just social order. It is not so easy. There are certain experiments not open to Canada. It would be unthinkable to reproduce in Canada the things that have gone on in Russia, in Germany and in Italy. Communism and Fascism are not possibilities which we could choose in Canada. The vast body of people in Canada do not want any ruthless suppression of opinion. They could not conceive of people being taken away to a concentration camp, or tortured and killed because of their opinions. But if we do not want to take these roads, we cannot stand still either. World events and the trend of the times are sweeping us forward and anything which throws light on the pathway is valuable to-day.

Social work is not an "ism". It does not map out life. It asks what are the facts and what is the next step to be taken.

### **A New Individualism Needed**

Social work has a real contribution to make in keeping alive a sense of personal responsibility. How much progress would be possible if we all began to blame, as we have a tendency to do, some abstract entity called the State or the Community for the problems of the time and for our own personal problems. and wait until the State comes along to pull us out of the hole. There is a good deal of that kind of thinking going on. Part of it is a natural reaction to a situation in which the individual finds it very difficult to act—a man who has walked the streets looking for employment is conscious that his unemployment is not due to causes which lie within himself. But if that individual goes a step further and gives up the sense of personal responsibility and initiative and leaves the solution of his problem with the community you would have, if this multiplied, a condition of affairs of the most formidable character.

Social workers have witnessed that great moral tragedy involved in the acceptance of defeat. There is a world of difference between a family beset by cruel difficulties, having almost numberless problems but still with the spirit and desire to fight through, and that same family when it has given up the struggle. Something has died there of infinite value and worth, both to the individuals themselves and to the community. Social work can help to keep that alive.

Individualism is to quite a little extent disregarded to-day, and of course that old individualism which seemed to imply that each one lives in a sort of social vacuum, is dead. But no social progress is possible without a clear realization that each one has something to give, as well as something to take, that there is the responsibility of the individual to contribute to society as well as to receive from society. There is every need for a new individualism aware of the intricate play of social forces working on and moulding each one of us, but also seeing each individual as a creative factor whose personal force, initiative and attitude to life has immense value. It would, of course, be a very limited intellect in this day which would be content to work with the individual and have no interest in the social structure, or the great aims to secure peace and culture which humanity is trying to achieve. It is, however, the lives of the individuals which give colour and content to this. Social ideals, apart from the every day life and problems of human beings, are but the 'baseless fabric of a dream'.

### **Social Work and Social Responsibility**

Social work is an opportunity for the expression of one's social feeling and sense of responsibility to others. I am not here going

back to the Lady Bountiful idea, which conceived the value of social work simply in terms of the thrill which could be got out of it. But we are social beings; we are part of a whole. We are incomplete in ourselves and there does come a realization of one's deeper self in the service to the community which social work offers.

There is a feeling in the human soul—a sense of responsibility for the need of others, a desire to be of service, and to help those who are treading a rough pathway, which is one of the chief arguments for the divine origin of man. That spirit will not be satisfied by the mere paying of taxes, but must find ever new channels of service, adapting itself to the changing needs of the time, but finding ever new outlets of usefulness to the community and to the burdened individuals who are its chief concern. This feeling cannot be satisfied by the payment of taxes. Heavy taxation is, of course, a real problem, but there is no man who does not know when he sits down and signs a cheque to pay his taxes that he is not meeting the full measure of his obligation to his fellow man. The payment of taxes helps to do that. Many services are paid for which are helping immeasurably to promote good community life, and while we can legitimately complain of waste and inefficiency, if such exists, we should cheerfully pay for these human services which the State helps to provide, and we should also know something about these various Departments, whether it be of health or social welfare, and what they do, and give them our hearty support. But again I say that that is not enough. The spirit of man is such as not to be satisfied with carrying out the letter of his obligation. He must be willing to go beyond that, to make some offering of good-will that has in it no measure of compulsion.

Nearly 2,000 years ago the question was asked, 'Who is my neighbour?', and that matchless story of the man who went down from Jerusalem to Jericho, came as an answer. The Priest, the Levite and the good Samaritan had certainly one thing in common—they all paid taxes. The Roman Government saw to that. But the Good Samaritan was singled out for commendation because of that free offering of the spirit; that generous interest in the concern of someone whom he had never seen before; that desire to serve, not because he had to, but because of his consciousness of kinship. The development of that spirit and that feeling, which is one of the chief concerns of the Church, lays down the broad basis on which all our welfare programmes are built.

## ORGANIZING RESOURCES\* FOR COMMUNITY NEEDS

CHARLOTTE WHITTON

Executive Director, Canadian Welfare Council

**I**N the last sixty years the entire face of social life in Canada, and in fact on the North American continent, has profoundly changed. The rapid growth of mechanization, both in industry and agriculture, and the effects of electrification have transformed all aspects of production and employment, with consequent far-reaching effects on the social life of the people. Only in very recent years has the full significance of the effect of these changes on individual life been evident.

For instance, one result has been that the average workman no longer owns even the tools of his trade. The mechanical equipment in which and through which his labour is applied to production, is owned and retained within the unit of mass production —the factory, the shop, the mill, the tractor even on the farm, and consequently the great percentage of our working population have only their skill to sell. If any circumstance shuts them off from the plant in which the equipment of production is located, they are completely dependent, their skills left with them but unmarketable through lack of access to the instruments of production.

What is true of the skilled workman is even more applicable to the unskilled workman and general labourer, and the result is that individual initiative and self-reliance are not possible as they were known even two or three decades ago.

### Present Day Problems must be Faced on Social Basis

Consequently, the whole question of the assurance of the means of production and of access to it, and of community effort to meet the conditions which arise with any interruption in the natural processes of production, must be faced on a social rather than on an individual basis.

One natural accompaniment of these changes has been that the population has shifted from the old, comparatively self-contained life of the rural home and community to the more complicated life of the urban unit. In Canada, since the opening of this century alone, over three and one-half million persons have shifted from rural to urban communities, and since Confederation the population has changed from one which was about eighteen per cent urban to one that is now fifty-three per cent so.

\* Substance of addresses to Canadian Regional Welfare Conferences and special welfare meeting in London, Winnipeg, Saskatoon, Regina, Edmonton, Vancouver, and Victoria, September, October and November, 1936.

Combined with these tendencies, Canada has had to face another fact of tremendous import in respect to the development and treatment of her social problems, and that is the fact that climatic conditions profoundly affect self-maintaining employment in the great primary industries of the country, particularly farming, fishing, mining and lumbering. In the best of times and under normal circumstances, employment was broken over a great part of the year for those in these pursuits. Even in the days of so-called prosperity, it is possible that Canada had from the late autumn to the early spring of each year 100,000 to 150,000 workers with their dependents idle and in need of some assistance in order to weather these months of unemployment, or if they were not assisted, these families faced a continuous balancing between months of employment and months of idleness that left them no margin against unforeseen contingencies of sickness, unemployment, or premature breakdown.

### **Industrialization Has Profoundly Affected Family Life**

Tremendous as has been the impact of these varying forces on the life and character of the country, they have exerted a less evident but no less actual influence on the life of the individual family. The family is no longer self-contained and self-sufficient; the activities of the home have been transferred to the factory, office, laundry, bakery, garment or other industrial plants, and the individual members of the family unit have followed, away from the family roof-tree and from the companionship of its other members. Within the family or neighbourhood group, kindness and resourcefulness met many of the problems which the individual home, of itself, could not sustain or solve, and if the need extended beyond their resources, there were at hand various religious or charitable organizations offering beneficent services for cases of extreme need. The social system developed, built largely on the assumption that almost any necessary service required for the family in the home or small community could be met within their own inherent resources or these pools of private charitable aid.

But urbanization has broken these old intimate contacts of family with family, and even of the members of the family, one with the other. And since communities are composed after all, only of groups of families and individuals, joined in the uncertain bonds of varying interest, community life has also changed profoundly in the last three decades. The change has been most marked in the large urban centres but no small crossroads has been unaffected by the influences that have embraced all of life.

## **Present Day Socialization "Has Just Happened", Planning Needed**

The urban community of to-day has been forced to socialize itself to a degree that would have passed the credence of the average citizen of twenty-five years ago. Even within the last five years, in Canadian communities, the extension in the responsibilities which governments have accepted over the life of the people has gone, in actual practice, far beyond what most public men would admit in theory or principle.

"It has just happened", that municipal government, left to itself to deal rapidly with urgent needs, has met them as they arose, generally without broad plan or direction, until the average Canadian community to-day, would surpass most communities anywhere in the world in the extent and amount of social aid available to its dependent citizens, without any basis of participating responsibility or contribution by the beneficiary. In fact, the situation is rapidly reaching the point where there is a real question whether the low paid wage-earner and the average taxpayer are able to assure to their own families the standards of health, education, shelter, maintenance, and security, which the community assures its dependent citizens. Consequently there are no more immediate and urgent problems before the Canadian community to-day than the study and adjustment of its social services, together with fundamental re-alignments in wages and earnings relationships, and the introduction of contributory principles, wherever the system of social aid can be rendered susceptible thereto.

## **Facing Up To Community Welfare Problems**

How is the individual community to face the situation now? How is it to put its house in order?

The first step is for the responsible citizens to inform themselves accurately as to the nature and extent of the social problems with which they are faced, and to ascertain what statutory obligations rest upon them in the discharge of these problems, and what the resources are which the community from its public taxation or its private philanthropy may bring into play to deal with them. Canadian communities must realize that they can never again slip back into the old laissez faire attitude, but that the same responsible public provision must be made for our welfare problems as has developed in recent decades in our provisions for public education and public health and hospitalization.

To do this intelligently, the community must first know itself and this means knowing accurately the production and occupation possibilities in its area, and knowing also the nature of its own

population, and the capacity of the community to afford occupation on reasonably decent minimum conditions of life to the population which is within its jurisdiction. This will necessarily force the community to obtain some picture of the employment possibilities, the distribution of skilled and unskilled workers, and the population of new life leaving schools and training each year to find employment. If through the boards of trade and trades and labour organizations, even a few of our Canadian communities would make such a study, they would be somewhat surprised at the extent and nature of their problems in respect to occupation needs and possibilities which such an analysis would reveal.

### Intelligent Study Uncovers Obvious Needs

Such an approach would quickly uncover obvious needs in the field of social dependency which should then be set against a careful analysis of public expenditure under various statutory obligations and municipal provisions for different forms of social aid. Some of these expenditures may be borne entirely by the municipal authority, others in conjunction with the provincial authority, and still others, such as unemployment relief, on a joint basis with Dominion and provincial units of government.

If the community is to get an accurate picture of its obligations in public welfare, it must measure these in terms of the entire load and the entire cost, for no greater folly prevails anywhere in Canada to-day than the tendency to think of municipal obligations in this field only in terms of expenditure involved for the municipal unit of government. It does not matter through what avenue of expenditure obligations are incurred. These obligations must be discharged in the end by the same eleven million people who make up the population of Canada, regardless of the particular avenue through which taxation is levied and paid. Many of the larger municipalities to-day will find that their expenditure on various welfare and relief services will approximate closely the entire civic budget for all other purposes.

As these data on the extent and obligation of provision for social welfare from public funds are collected, similarly accurate analyses should be made of the non-statutory obligations and needs which social conditions may suggest on a cooperative basis through the responsibility of private philanthropy. It will be found in the average community that there is an unfortunate lack of coordination both in service and financing in this field, the fundamental cause being one that does us credit, a naturally humane and generous instinct to help the less fortunate elements in the population.

If, however, the community is to view its welfare problems steadily and as a whole, then it must get the picture both from the point of view of the public services publicly financed and private charitable endeavour maintained through voluntary philanthropy.

### **Fields of Problems and Services**

Looking at the range of services existing in the average large Canadian community to-day, it will be found that they fall naturally into four great divisions of activity, dealing with, health; child care; family welfare; relief, dependency; handicap and related services; and services offering leadership in recreation, training and special care.

In the larger centres, there will likely be a special problem, related somewhat to effort in the third division cited above, but calling for provisions along separate lines of treatment—the recurring problem of urban concentration of homeless and dependent men.

In those few communities where some definite effort has been made towards deliberate co-operative effort in community planning, there will be differing types of co-ordinating services.

### **Agencies Serving Within and Without the Home**

Turning to the services actually dealing with the individual in the average community it will be found, regardless of the field one enters, that these may be divided into four great natural lines of approach or treatment :

- (1) Preventive and educational services,
- (2) Services that seek to deal with the individual's problem in the community and within the individual's own home,
- (3) Services dealing with the problem of the individual on a basis of removal to custodial care, and
- (4) Services dealing with the re-establishment of the individual in the community again.

### **The Health Services**

Fundamental to the community welfare are the services of the Public Health Department or Officer, entrusted with general supervision of the community's health, and particularly with the prevention, detection, treatment, and control of disease, and physical defect, and the maintenance of good health.

The well developed community health plan includes a balanced clinic service (perhaps through district clinics of the health department, perhaps through out-patient departments at the hospitals,

dispensaries, sanatoria, etc.) but in any case, facilities where treatment may be accorded the person in need thereof, but who is capable of coming to a centre for service and remaining in his or her ordinary place of residence.

Working in close co-operation with such facilities, (and proceeding still on the principle of treatment of the problem with the least possible disarrangement of the individual's ordinary life) comes the next line of defence, as it were, the visiting health and nursing service, which seeks to treat the patient in his own home.

Then, serving the case when it cannot be safely and adequately cared for where it arises, stand the hospital services of various types, the sanatoria, etc., giving care to the case that calls for specialized treatment away from the home, or place of ordinary abode.

Then come the convalescent and re-establishment services, in which the clinic and visiting nursing services may play a very large part. These seek, at the earliest possible date, to complete the re-establishment of normal conditions by the return of the individual to his ordinary circumstances of life.

### **Services Giving Child Care**

The child caring services, with which the average community will have equipped itself, will be found to follow primarily the same principles.

The Day Nursery represents the effort to serve the situation with the least possible disruption of normal circumstances, as in the whole great field of supervision, protection and family work of the well-organized Children's Aid Society. The field staff of a Children's Aid Society in child protection occupies a somewhat analogous position to the visiting nurse in the health field.

Here, too, in a well constructed programme, the agencies caring for the unmarried mother fit in, again approaching the problem on the basis of care, as far as possible within the natural environs of the community, and re-establishment at as early a date as possible.

Then in the next rank come the children's shelters, homes and orphanages, receiving, when operated on sound lines, for temporary care like the hospital in the field of health, the serious or emergency case requiring custodial care outside its own home. Only for the exceptional insoluble case need custodial care on an indeterminate basis be contemplated, for example, the seriously handicapped child may require permanent custodial care. Otherwise, the institution, the boarding home or any type of foster care must be regarded as an intermediate stage on the way to the

ultimate goal of "complete recovery", through re-establishment of the child in his own or another normal home in the community, on a permanent basis, at the earliest possible date.

The "shelter", home finding, and child placing services, occupy a somewhat parallel position to the convalescent home as intermediary agents in the health field in the struggle towards re-establishment in normal home life within the community.

### **Services in Family Welfare, Relief, Handicap and Dependency**

In this field, too, the community's services will be found capable of classification along these natural lines, e.g. the employment services that seek to be of service in the placement of the worker, and all the varying effort in the average community to assure employment at decent working conditions for the wage-earning population. Other special services come into play such as work for those particularly handicapped, such as the blind, and so on.

Then, follows the second great line of attack in this field to-day,—the various provisions for "outdoor relief" that endeavour to prevent breakdown of the individual's or family's normal position in the community—e.g. the visiting housekeeper service that seeks to steady a situation shaken by the removal of the woman at the head of the home; mothers' allowances that seek to lessen the reeling shock of the loss of the wage-earner; workmen's compensation that seeks to offset loss of earning power; old age allowances that seek to equate the economic cost of old age in loss of earning power; and general direct relief that seeks to assuage the loss of work and wages. When break-down threatens from other than economic or material causes, the case working resources of the family services enter in in an effort to alleviate the stress and danger of collapse.

Clothing centres and various other subsidiary services are all a part of the same buttresses that are thrown up in an attempt to enable the family or individual to function normally within his own home, with some measure of reinforcing aid.

Then when the situation cannot be longer held and the individual must be given institutional care, come the refuges, municipal homes, hostels, homes for the aged, etc.; but these too must frequently be conceived of as intermediate stages, on the way to the ultimate return of the individual to his own home, if such re-establishment is possible.

There is perhaps no field of social work in which there is greater confusion to-day than in this field of the organization of aid to people in their own homes, the so-called sphere of family

service. The emergence of the public authority into this field has been recent and rapid, a forced growth from the tremendous development in unemployment relief since 1930. Prior to that time, in all but a very few of the larger centres of Canada, voluntary effort had accepted responsibility for a great share of the leadership and a large part of the financing of these services for the problems of people in their own homes. The public authority had restricted itself largely to the chronic cases accepted on a routine basis. At first, effort to help an individual family in economic or social need sprang spontaneously from the instincts of kindness and neighbourliness in the community. As the community enlarged, the close contact between family and family and between the family and its church, its place of employment or business, the lodge, the school, weakened or disappeared. Substitutes were evolved to meet the need; "The Welfare Society", "The Charity Organization Society", "The Friendly Help Society", and similar groups gradually developed. Until the pressure of the last eight to ten years, in all but the larger communities these provisions went fairly far towards meeting these needs, but there has been a heavy growth of social problems from spasmodic, careless, or inadequate methods of charity, conceived in the greatest kindness but carried out without adequate knowledge of the case or the community. Now, the large scale assumption by the public authority of relief to families in their own homes has led to greater change in this than in almost any other field of social effort, and places upon the average community the obligation not only of proper provision for the discharge of responsibilities in family work for those families for which the public authority accepts maintenance, but also for careful cooperative organization of the services which voluntary contributors, churches, and other groups, are ready and willing to give in this same field.

The answer to this need of cooperative service in the field of private family work is the private Family Welfare Agency, through which all voluntary effort serving the family in its home should clear its services under the direction of skilled and responsible staff. Such an agency should be so organized, equipped, and staffed as to enable it to render a complete service to all those families and individuals for whose needs the Public Welfare Department does not provide. It should also be able to afford leadership in planning and individual work for the different private groups wishing to help people in their own homes.

All services privately financed, that may cater to special phases of family work, for example, clothing centres, canning centres, Christmas cheer, fresh air camps, and so on, should be related to

this basic central family welfare programme, and the private family agency and the Public Welfare Department should work out their relative responsibilities in an understanding partnership.

### **Leisure Time Activities**

In this field to a greater degree than in any of the others, the community's services are organized on the basis of reinforcing and supplementing the natural environment of the individual,—the home. The club movement, recreation centres, settlements, various organizations of boy and girl life, playgrounds, etc., are all designed to this end, as are the preventive and probation services of the Juvenile Court, and the Big Brother and Big Sister Movements. The Y.M.C.A. and the Y.W.C.A., in addition to their work along these lines, and club houses of varying types, logically parallel the second line of development in other fields, offering care away from their own homes for persons who for various reasons require such service, even on a basis of paying for it, themselves.

In the same category are found the excellent supplementary services of the children's and fresh air camps which cater to the maintenance of home life by temporary withdrawal of persons therefrom to other care for services that cannot be provided within the home's own resources.

Of course, these services will not all exist in the small community; they are not necessary, but on the other hand it will be found that even in the rural and small community to-day there is a tendency, whether consciously followed or not, to attempt to approach the treatment of social problems on this basis of meeting the need where it arises if at all possible, and with as little derangement as possible of normal life, and then of organizing such aid or service as may be given to people to re-establish themselves, to get on their feet again, to help them out of their trouble instead of merely leaving them aided in their trouble and continuing in a hopeless condition that will in the end breed listlessness and deterioration, if not indeed bitterness, discontent, unrest and complete disaster.

### **Necessity of Cooperation**

If such an approach to our whole problem of community welfare suggests anything, surely it suggests the necessity of a cooperative approach in planning the nature and distribution of the community's provisions to meet its social needs. In the community where no organization to assure this exists, the initial step should be the creation of a responsible and representative committee which through its own resources and through drawing on outside

technical aid, if necessary, will attempt to draft, even in outline, some description of these essential factors in the community's problems and its provisions to meet them. From such a preliminary survey a responsible committee should then go on to ascertain what essential services are lacking, what services are overlapping, what adjustments are necessary and possible within the existing resources to bring more effective coordination in the community's attack on its welfare problems.

How can these realignments and developments be brought about?

In such an approach four fundamental principles should be applied as tests to any existing services.

First, is the service necessary?

Secondly, is the agency which is in existence, or proposed to meet this necessary service, properly equipped to discharge it?

Thirdly, are there other agencies seeking to render the same type of service to the same groups of people at the same time? If so, this is not a healthy or desirable state of affairs, and to remedy it the fourth principle follows naturally, namely that—

The agency that is best equipped in any community to meet a necessary service should be put in a position to serve all in need of that service adequately, instead of effort being expended to build up other and conflicting services to meet this or that phase of the same problem.

Such planned partnership assumes the existence of some responsible deliberative and planning body, not merely as an interim survey committee but as a continuing organism in the well served community. The answer to this need has been found in the creation of the Community Council of Social Agencies or the Community Welfare Committee, as it may be less formally constituted in smaller communities. Properly constituted, it is skilfully set up with various devices and techniques in organization and administration to make it fully effective and representative.

The question of internal organization of the properly functioning community welfare committee or council is an intricate one. Suffice it to say that in principle the properly organized council of social agencies or community welfare committee should include representatives of both public and private services in the community, and should be primarily drawn in its active membership from those agencies which are actually operating welfare programmes in the community. Its personnel should be so selected as to represent both the voluntary and the regularly employed executive representatives of these essential services; provision should also be

made for associate representation from groups which have a general but not an operative interest in the social services of the community, and the whole organization should be so balanced as to represent in proper proportion participation from the various fields of health and social service.

### **Cooperation of Service**

The Community Council or Committee affords the mechanical devices whereby continuous planning and re-assessment of the social needs and services of the community are assured, but the best planning will break down unless there is actual cooperation among all services, public and private, in reaching the individual case, in eliminating duplication of service to the individual or family in need, and on the other hand, in bringing into immediate effect about any situation all that may be known of the elements in it among the various services in the community. Obviously, this requires also some mechanical device which can act as a switchboard, bringing into immediate operation community resources to meet the need of an individual case. Social work's answer to this need is the Social Service Exchange or Index.

The machinery of an Exchange is very simple; it consists of an alphabetical card index of the names of families or individuals who apply or are referred to the various welfare agencies of a city. The index card for each family carries only sufficient information to identify it, i.e., the names, addresses, ages of the members of the family group, together with the name of the agency which filed the information and those of any agencies which have enquired subsequently about the case.

The Exchange thus prevents overlapping and duplication in relief and social work, but in addition, and infinitely more important than these results, it promotes team work between those welfare agencies which deal with the problems of families and individuals, and enables them to be sure they are working toward the same ends and are not pulling against each other in the plans they are suggesting to the family. To achieve this end means, of course, that an agency must not fail to follow up the information secured, by communicating with those organizations shown to have a previous knowledge of the case.

The Exchange is most successful when it is maintained in a central place by cooperative arrangement between the public and private agencies using it. Consequently, it has usually proven most effective when it is operated and directed quite apart from any one agency which will be using it in its services, and therefore, the tendency is to locate it in the office of the Council of Social

Agencies or the Community Welfare Committee, to operate it as part of the services of the latter, which, being the planning body, will have no operative interest in any case registered in the exchange.

### **Cooperation in Financing**

If community planning is organized along these cooperative lines, the next step is logically to segregate those costs which, by statute or regulation, fall as a public liability on the general taxation of the community on the one hand, and those which must be met by private philanthropy on the other. The increasing load of public taxation is making it imperative for private philanthropy to set its house in order and to bring about cooperation in the organization and management of services to meet the needs which people support from their voluntary giving. The tendency here is towards the same well planned partnership that will endeavour to apportion potential givings in just ratio to actual needs, and to conserve effort and resources by a joint financial appeal, based, however, on partnership in budgeting and work.

The Community Chest or Financial Federation is the answer which has been evolved to provide the mechanics for this effective financial partnership. This cooperative financial federation, properly constituted, is also an intricate piece of machinery and can only be built soundly and safely upon a foundation of community partnership and planning. The Community Chest movement has suffered in many communities on this continent because joint financial campaigns have been prematurely undertaken without careful preliminary work of a Community Welfare Committee or a Council of Social Agencies and without careful and mature planning of the community's social agencies, which alone affords a safe substructure for the more intimate relationships of cooperative financing.

### **Summary**

Therefore, the essential organization for social welfare of the larger urban community to-day would indicate certain fundamental services which in less detailed form but in similar principle, will be found necessary also in the smaller community. These are :

- (1) *Social Service Exchange or Index*—the operative link between all the community's services, public and private, through which there is maintained in a central place, by cooperative arrangement, not a file but merely an alphabetical card index of the names of all families or individuals who apply or are referred to any of the community's different welfare agencies.

- (2) A *Council of Social Agencies*, or similar general community council or committee, in which representatives of all recognized welfare services, public or private, come together on a definitely representative basis for community conference, discussion and planning of cooperative and correlated effort. The Council is obviously, therefore, primarily a consultative and planning rather than an operative agency.
- (3) A well-organized, adequately staffed *Public Welfare Department*, responsible for the administration and supervision of all functions assumed by the public authority in respect to the social welfare of its citizens. This must include, somewhere within it, special provision for skilled service dealing with the problems of assistance in their own homes for those families or persons, for whom the public authority accepts responsibility. This service should be so designed and staffed as to enable it to meet all the needs, economic and social, of the cases for which it assumes responsibility, and to follow them through, on an individual basis of treatment.
- (4) Closely linked with the Council's planning machinery, in some definite relationship, a system of *Co-operative Financing* for those voluntary agencies, privately financed, which must appeal annually to the general public for their budgets.

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"I still should like to say a final word about community welfare planning. If it is anything, it is a high form of social art based on knowledge of community conditions and of what constitutes a workmanlike, efficient job, but it transcends knowledge. As is the case with other arts, there is always need for its practice by great artists, and room in its galleries for minor ones and for amateurs. Our country needs a substantial body of people with capacity to think and to lead in affairs of social work as it never has before. Not fault-finding, not nostalgia for an old order, not a clinging to some prerogative by either Brahmin or Bolshivik, not panaceas, but hard, honest work to push through to new solutions, new adaptations, new ways of applying broadly the soundest knowledge that we have."

—Neva R. Deardorff, Director of Research: Welfare Council, New York City, from an address to the National Conference of Social Work, 1936.

## WHAT A HEALTH SERVICE CAN MEAN TO A COMMUNITY

J. T. PHAIR, M.B., D.P.H.,

Chief Medical Officer of Health for Ontario.

An Address to the Regional Welfare Conference in London, Ontario,  
September, 1936.

ORGANIZED community effort to control illness in Ontario is just fifty-two years old. In 1884 the Provincial Board of Health persuaded the legislators to make municipal organization obligatory. While the principal acceptance of this responsibility was in many instances unhurried, by 1885 some 400 municipalities had reported the appointment of a local board of health. While today there are 893 such in the province, there are still some who would evade the statutory obligations if pressure were not exerted; and others, even more numerous, who while making the required legal gesture, are seemingly unconvinced of the merit of the procedure.

What was the motivating factor in community health organization? The presence of smallpox in epidemic proportions and shades of previous outbreaks of cholera were the strongest influences in this direction. Some authoritative agency was needed to enforce quarantine, isolation, immunization and fumigation for general community protection.

The Local Board of Health however remained idle for the most part, when contagion was only sporadic. Then the more astute of the public began to demand the elimination of nuisances, so called. The public nose became sensitive and the confusing idea that smells were health hazards had its origin; it still thrives. The promiscuous disposal of human and domestic wastes, dead animals and offal was no longer an acceptable practice; and another old-fashioned custom became obsolete.

Then the increase in urban populations, required a community water supply.

### What are Legitimate Responsibilities in Public Health?

In view of the fact that there are still thousands of people who are unconvinced of the desirability of a literal interpretation of the principle of state or municipal responsibility for the health and well-being of its residents, it seems wise to devote a moment or two in considering what might rightly be accepted as legitimate limitations to a health programme. Should the municipal authorities, either urban or rural, concern themselves with such problems

as lowering the death rate among infants and young children, reducing the hazards of childbearing, lessening the prevalence of tuberculosis, limiting the influence of potential or present nuisances, exercising an official interest in housing and domestic sanitation, ensuring a healthful environment for those of school age, initiating precautions designed to ensure the purity of foods, supplying sound health information to the public; and disturbing its official self with such abstract health problems as the prevention of dental disease, the limiting of mental illness and the lessening of social disease?

Is the urban dweller further justified in demanding a satisfactory water supply, effective measures for disposal of wastes, supervision of eating places, an adequate supply of uncontaminated milk and other evidences of interest in the additional hazards which result from dwelling in crowded centres? Or should the state and municipality concern itself only with the control of preventable illness? In attempting to answer these questions, may I say first that the first more effusive programme is to all intents and purposes synonymous with the simpler sounding second.

### **Some of the Tangibles in Community Health**

Last year, 1350 deaths occurred in Ontario from pulmonary tuberculosis. To-day, there are 3,000 cases of this disease in sanatoria. There are more than twice that number being treated or left untreated at home; each and every one of these is a potential focus from which this disease may spread. The fatality rate from tuberculosis is approximately 30%, that is, almost one out of every three who contract the disease, dies. Those who recover are an economic burden on their families or the state for a period of from two to five years. Each neglected open case will give the disease to others. Is the state justified in spending public funds to limit the spread of this disease?

Again, raw milk is responsible for the spread of most of our present day typhoid fever, 95% of the cases of septic sore throat and all of the bovine tuberculosis. In the light of this knowledge, has the local health department any responsibility in setting up measures to prevent the sale of this essential article of diet?

The deaths from diphtheria in Ontario in 1915 numbered 169, last year they fell to 16. Certain otherwise intelligent people offer any conceivable explanation from the severity of the winter to Divine intervention for this extraordinary saving of human life. The true explanation is the wide-spread adoption of immunization with diphtheria toxoid. Would the state and the community have been guilty of failure to assume their rightful responsibility if they had ignored the advantages of this public health measure?

In the main, you subscribe to the idea of public health protection, but are you prepared to pay for it? Again, the majority say "Yes".

For years, many of the presumed leaders in the field of public health have contended that owing to the fact that health is an intangible thing, it is unreasonable for the people to expect an actuarially acceptable statement of value received for money expended. This is in part true, but only in part. It is possible, within limitations, to present a balanced statement of amounts expended and value received and not only is it not unreasonable for the public to accept such a statement, but remiss of the health administrators not to present it.

For example : a community expends a fixed sum on the purification of the water supply and secures an absence of water-borne typhoid fever. A specific amount is spent in garbage removal and in return it secures a freedom from fly-borne disease. It employs a staff of inspectors to ensure a supply of safe milk and obtains security from milk-borne typhoid, tuberculosis of bovine origin and septic sore throat. It employs physicians and public health nurses to make possible 100% immunization against diphtheria and the result is an absence of diphtheria.

Clinic facilities are made available and nursing follow-up is ensured to assist in the early diagnosis of pulmonary tuberculosis; provision is made for the sanatorium care of such cases before cavitation has set in and they are expelling the living organism with thoughtless abandon at every cough. Lessen the number of cases of the disease and you give increased security to every resident.

The state supplies such biological products as diphtheria and scarlet fever antitoxin, typhoid and whooping cough vaccine, and so on, paid for with the taxpayer's money and by so doing controls the spread of these diseases.

That is, you can take any individual item of this type in the health appropriation and set it against the gross cost of the specific disease or diseases it was designed to prevent and using as an expenditure index the prevalence rate for a ten year period prior to the establishment of the service paid for, and consider whether value was received. The cost of some of the lives saved may to the materialist seem on occasion high; but then neither physicians nor social workers are materialists.

#### **Other Services Not So Easily Measured**

But what of the less tangible? Efforts in the field of infant hygiene and school health supervision might be considered to fall

in this category. In twenty years, the number of infants dying each year has been cut in half; not only do they not die in the first year but they do not die the second or the third years. Two factors are, in the main, responsible for the present state of affairs. Increased knowledge of child hygiene and efforts directed at educating the public in respect to such knowledge.

School health supervision presumes, among other things, to secure the early detection of present or potential physical defects, the existence of which has either been unsuspected or their significance unappreciated. Is the municipality warranted in interesting itself in the type and extent of care and supervision that the prospective mother secures before, during and after the birth of her offspring? Adequate prenatal supervision, sound obstetrics and the required nursing care will cut the maternal mortality and morbidity rates in half but is the community under any fixed obligation to supply it?

Further, what about the cost of measures designed to limit the spread of gonorrhoea and syphilis? Should the treatment of these diseases be considered as the responsibility of the individual affected, and their prevention the duty of the moralist? It is not my duty to supply the answer. All I know is that their prevalence is in direct ratio to the effectiveness of official measures for treatment and prevention.

### Paying For Health

All these activities save lives, prevent illness and permanent disability, but they cost money and it is not easy to transpose into dollars and cents their accomplishments. Is the saving affected computed in tangible terms sufficient justification for the outlay?

In conclusion, might I say that, in days of financial stringency, such as we are going through at the moment, every community activity should be evaluated and every public expenditure meticulously reviewed; but the approach to such an evaluation and review should be an intelligent one. You can have smallpox, typhoid fever and diphtheria, or you can do without them. You can do away with bovine tuberculosis and lessen the pulmonary tuberculosis or you can remain indifferent to this disease. You can revive the days when summer complaint was the scourge of the infant and the house fly was a welcome visitor at the family table, or you can keep step with the advances in personal and community health that result from our increasing knowledge of disease prevention. But, unlike the sales talk of the street fakir who says—"You pay your money and you take your choice," in this case, 'you make your choice and you pay your money.'

## CHILD CARE AND PROTECTION IN THE COMMUNITY\*

Miss NORA LEA,

Supervisor, Protection Department, Children's Aid Society, Toronto.

**I**N most of our Canadian communities the only organization of any real size doing child welfare work is the Children's Aid Society. There may be, and frequently are, homes and institutions caring for a special type, age or sex of child or providing recreation for children, but usually their activities are limited to a particular group or interest. Hence our discussion in this paper will be largely concerned with Children's Aid Society activities and responsibilities and that society's relationship to the community generally.

### The Guardianship Function of the C.A.S.

A Children's Aid Society is basically and fundamentally a guardianship organization and this is a point which should be borne in mind in all consideration of the function of such a society. The "objects", as outlined in its usual Constitution will contain primarily a phrase which will read something like this: "To be or become the legal guardian and custodian of neglected, abandoned or orphan children". It is true that there may be other objects or functions of the Society but this matter of guardianship is the fundamental one.

What, therefore, is the significance of this very important aspect of the Children's Aid Society? The Oxford Dictionary defines Guardian as a "keeper or protector" and the word "guardianship" carries with it a very real sense of responsibility for the person one "keeps" or "protects". This brings home to us the importance of the realization by the Society of its trusteeship in regard to the children committed to its care as wards. The officers of the Society must be keenly aware of the needs, peculiarities and difficulties of the children committed to its charge and be diligent both in season and out to plan for their present and ultimate welfare, having in mind the individual requirements of the particular child, his satisfactory adjustment in the community or any step which may be necessary to see that he grows into a useful and productive member of society.

It is not sufficient to consider the responsibilities of guardianship adequately discharged if a child is warmly clad, well fed and comfortably housed. These things are necessary, it is true, but there are other obligations more far reaching even than these, namely, the understanding of the child's nature and his placement in the surroundings best suited to his needs—spiritual, mental, as well as physical; whether it be in an adoption home with prospects

\* Substance of an address by Miss Lea, or presented on her behalf at regional welfare conferences in London, Ontario, and several cities in Saskatchewan and the Maritime Provinces.

of a college education, a boarding or free home with training for some particular trade or profession for which he has an aptitude, a particular type of institutional care or perhaps placement in a special institution.

The guardianship of the Society is necessary for a child when its own natural guardianship is either non-existent, as in the case of orphans, incapable as in the case of mentally defective or diseased parents, or undesirable because of cruelty or depravity on the part of the parent or guardian.

### **The Children's Protection Act**

The Children's Aid Society is the specialist in guardianship, being legally appointed to appraise and determine the suitability of a child's own natural guardians. Acting on the positive presumption that the natural guardianship of a child's own parents is the most desirable for him, the law very wisely provides that the parents cannot be deprived of this right except for good and sufficient reason, namely, that they must be proven unfit guardians in a Court action. An information is laid and evidence produced to prove the child neglected under the terms of the Children's Protection Act. In the event of such conditions being proven, the child is found to be neglected, and the parent by the order of the judge or magistrate is rendered not a parent in the eyes of the law and that function is committed to the Society, the Society assuming all the rights and responsibilities of a parent and the liability for maintenance being placed by the statute upon the municipality.

The general community, as represented through its municipal officers, is directly concerned in the welfare of this group of children. They are rightly a charge upon the community because by virtue of this law enacted by the Legislature, their parents have been deprived of their guardianship rights and the public must, therefore, maintain them. By virtue again of this same law, the guardianship responsibility being fixed upon the Children's Aid Society insures a continuity of supervision and consistent planning which makes it possible for these prospective citizens to be trained and prepared adequately for life. This function of guardianship exists wherever a Children's Aid Society exists but there are other functions which vary in different localities.

### **Preparing Future Citizens**

We have learned by experience that the old adage that "One man's meat is another man's poison" is very true in children's work and a Children's Aid Society cannot take the risk of dealing with its wards by rule of thumb. The discharge of its function of guardianship causes the Society to bring into play all the forces

of the community for the benefit of the child, and these same community forces are serving their own interests by their co-operation for the welfare of children, for the child of to-day is the citizen of to-morrow and the boy who is given a good start in life and equipment which will enable him to maintain himself in the future is a decided community asset as against the wandering unskilled labourer with no roots and no opportunity to develop proficiency.

We all bemoan the great army of inefficients who are dependent in the country to-day and are inclined to place the blame upon the "depression". We must face the fact, however, that some of the responsibility rests upon the community itself, which in the past generation failed to provide this group with a training which would make them efficient and productive.

### **Community Participation**

As has already been pointed out, for the most part, the Children's Aid Society is the only child welfare organization in most rural and urban communities. Some of the large city centres have a multiplicity of children's agencies which fit like a jigsaw puzzle in the general welfare scheme, but for the purposes of this discussion I wish to confine myself to the type of community which is served, from the child welfare point of view, by a Children's Aid Society augmented by all the resources of the community—religious, educational, recreational, physical, and representative of municipal or county government. Without the co-operation of these groups no Children's Aid Society can function adequately, as the help of them all is needed if children are to be protected from actions and influences which are injurious to them and decent standards preserved in the community.

Sometimes we have not fully realized the valuable assistance in dealing with children which we may obtain from people whose interest in them is through other professions. The school teacher, who has the child in her class all day five days a week, is bound to know an aspect of the child's temperament and behaviour which we with our less constant contact do not get. A valuable team play may be worked out between teacher and social worker, the latter being able to interpret to the teacher the child's home life and in this manner give her insight into a great deal of the child's re-actions and behaviour. A priest or clergyman, whose knowledge of a whole family connection may date back over years, can be most helpful in working out a plan which may be designed to raise the standards of the family generally or to help to stabilize certain members of it.

### **Preserving Family Life**

In planning for the general welfare of children one very important aspect is the building up of family life. The child's own family is the normal and proper place for him to grow up in and the ties of the family are something which should be preserved and strengthened to the very best of our ability. I quote from Dr. Edward Devine : "Any planning in case work is essentially family planning. We must reach and save the family as a whole and we must do what we do in undisguised and unaffected friendship for the family as a whole."

Unfortunately, there are some parents so undesirable that they could never be considered as fit and proper people to have the care of their children and in such instances it is necessary to take the action described earlier and remove the parental rights from the parent. In all communities, however, there are a great many homes which we might describe as "borderline", teetering on the fence between desirability and unfitness, where parents are negligent, unwise, regardless of their children's real interests, ignorant as to how to deal with the problems of childhood and family life. Such homes frequently produce the so called "problem children", boys and girls unadjusted in their families, uncared for and without perhaps fully realizing it, showing their dissatisfaction in delinquencies of a minor or more serious nature.

There is great scope here for the Children's Aid Society to give supervision, instruction and encouragement to the parents and to get to know the children and their problems.

Very often such homes are undesirable not because of any real culpability on the part of the parents but because circumstances are against them and economically and emotionally they are not able to hold their own; their standards and their courage drop and they become increasingly inefficient and hopeless. The intervention of some one with real insight into their problems, a knowledge of the underlying causes of the present state of neglect and the ability to teach and inspire them to a new understanding of how to deal with their children and better standards in the home will do much to create in the community a larger body of sound, normal homes out of which will come children who will be assets rather than liabilities in their neighbourhood.

### **Those Borderline Homes**

Probably all of us are keenly aware of the extent of this problem of borderline homes and realize only too well how necessary it is to emphasize in the community the need for providing staff and money to carry on this branch of the Children's Aid Society work,

which, if well done, can be of such a stabilizing value and a real saving, both socially and financially.

The day is past when we can concern ourselves only with picking up the pieces of human wreckage which are the result of this complicated civilization of ours. We must so build as to decrease the number of these wrecks which are so costly both from the money end and in respect to human emotion and human happiness. In this work of strengthening and building up family life it is essential that close contact should be maintained with the family agency, if there is one, working in the community. The Children's Aid Society in this particular branch of its work is in the family field and utilizes the skill and technique of family case work but with its emphasis still, because of its general function, upon the child.

A very interesting partnership may be worked out by family and children's agencies working together in the interests of the family, a definite understanding being established as to division of responsibility and duties. The Children's Aid Society which ignores the value of utilizing the help of the family agency in making its plans is "despising" itself and what is more important, its clients, although there are instances when family supervision is better if given entirely by the Children's Aid Society with its very definite right to supervise and plan for the welfare of the children.

### **Cooperation of Relief Departments**

In the relief field the contact is necessarily close and sustained, and the organization appointed legally to guard the interests of children in the community must be able to look to the public department to provide for the children in homes on relief, food, shelter and clothing which do not at least fall below minimum standards of health and decency. It is only good common sense and sound business for a public department to give material assistance in this task of building up decent homes and sound family life.

### **Knowledge of Community Conditions**

The community must be able to look upon the Society as the clearing house for all problems of child welfare. Information laid by citizens, whether signed or anonymous, relative to conditions which are harmful to any particular child or to child life in general must be carefully investigated and followed up and men and women who are interested in the well-being of the young people in their neighbourhood must be able to feel that they have in the Society a body of people who through their executive staff are informed as to adequate standards and have technical knowledge so that they may be able to give expert advice on matters relating to the welfare of children.

It is not enough to deal with the problems which are definitely laid before us. Someone in every community must be keenly aware of potential or underlying ills which threaten harm to children and young people and must be prepared to see to it that these problems are nipped in the bud or exposed. Surely this is the responsibility of the Society organized to do child care and protection.

### **Understanding the Adolescent**

An important aspect of the preventive work of Children's Aid Societies is that individual work with boys and girls in their own homes which may help them to reconcile some of their difficulties and understand some of the problems of life which they are just beginning to face. It is acknowledged that often the parents are the last people in whom a boy or girl with difficulties will confide and yet we who pick up the pieces of broken lives see so many instances where disaster might have been avoided if the unwed mother or young man had had during adolescence some man or woman who was interested in him or her personally, who stood ready to advise or help over difficult spots in the growing up process and really understood the young person's point of view.

Such people are born not made but in every community there are such people and the officials of the Children's Aid Society will do well to search them out and enlist their services as volunteers playing the part of big brother and sister in dealing with those difficult problems of adolescence which take so much time and cannot always be adequately dealt with by the Society itself.

### **The Juvenile Delinquent**

A Children's Aid Society may be of great assistance to the Juvenile Court in its territory by acting in some instances in an advisory capacity, by assuming supervision on cases when children or parents are before the court and neglect appears to be the dominant factor or by conducting investigation and reporting to the court facts which will be of assistance to the judge in making his decision. In a similar manner the court may be of real value to the Children's Aid Society and may greatly strengthen its hands and a most satisfactory partnership be worked out by these two agencies approaching problems from different angles but with an identical aim in view—the welfare of the child above everything else.

### **The Child Born Out of Wedlock**

In considering the welfare of the child born out of wedlock the Society has a very definite function in the administration of the Unmarried Parents Act and certain specific actions are required

under that Act. The responsibility of the Society, however, in relation to these cases does not cease with the enforcing of the Act. Of just as great importance is the personal work that must be done with both the girl and the man. Many an unwed father has kept up his payments regularly and been brought to a realization of his responsibilities and to a more sound attitude in his relationship with women by the steady painstaking work of some man who has been able to win his respect and awaken in him the decent instincts which he has temporarily discarded.

Can we expect the unwed mother to adjust normally in the community after the birth of her child if we leave her with a very inadequate income, no interests in life and no one to advise her and encourage her in meeting the temptations and difficulties which will undoubtedly beset her? It has been said that a single girl known to have had a child is fair prey for the unscrupulous—and truly such seems to be the case in many instances, for the girl who is boarding her baby or trying to support him with her is often subject to attention from undesirable men in a way that she would never be were it not for her unmarried motherhood. Close follow-up and supervision of unwed mothers is not only socially sound and humane but is also financially to the advantage of the public, as a second illegitimate child is almost certain to be a public charge,—and so the liabilities increase.

### **Adoptions**

In the matter of adoptions the Society's function under the Adoption Act and its regulations is clearly outlined, but as was seen in the case of the Unmarried Parents Act there are other factors to be considered which are of equal importance with the actual carrying out of the terms of the Act. All children are not fit subjects for adoption, nor are all homes desirable ones in which to place a child. Adoption is a type of service which requires keen insight into a child's temperament and needs a careful and understanding evaluation of the prospective home, what it has to offer to the child and what the child will mean to the home and the foster parents.

There is one point here which it is well to bear in mind. In our anxiety to fill the gap in what we know to be a most excellent adoption home and give the would-be parents what they think they most desire we must not lose sight of that which is our paramount responsibility—the best interest of the child. The Children' Aid Society is not in the field of adoption to fill empty homes, but rather to provide homes for the children who need them and if we accept this belief we must see to it that we are

not guilty of trying to bring pressure to bear upon parents to place children for adoption, or being party to any scheme involving the making of arrangements for adoption without fairly giving an opportunity to the mother of the child to hold the guardianship and parental right herself if she wishes and is suitable to do so. Many an adoption home has, as the years go on, been a most unhappy one, due to the unsuitability for that particular home of the child placed and many an adopted child, though loved and cared for in his adoption home, is never wholly satisfied and has always in the background a yearning for his own people which is never entirely resolved.

Adoption properly conducted can provide great satisfaction and happiness to both child and adopting parent but the general public must be brought to an appreciation of the necessity for care and thoroughness in all the aspects of this action. If we are desirous of securing an increasing number of good adoption homes for our suitable children it behoves us to see to it that our placements are wisely made and carefully followed up, as mistakes will not only produce unhappiness but will bring disrepute upon the whole idea of adoption.

### **Child Protection a Heavy Responsibility**

The responsibility that is laid upon a Children's Aid Society is a very heavy one. The general standards of the welfare of children must be carefully watched and the Society must be unceasing in its vigilance and ever aware of trends in the community which are likely to become injurious to children and conditions from which they need protection.

The administration of the Provincial Acts framed in the interests of children requires a keen knowledge of legal matters and provisions for implementing these Acts to the best advantage of the children concerned.

The work of giving advice, direction, help and admonition to parents who are slipping in their duties is a heavy and often discouraging side of the work and requires a knowledge not only of children's behaviour but a deep understanding of the problems of marital relationship.

Most important of all, however, is the responsibility of being as a parent to the children committed to its care—of providing through its staff and foster homes the love and affection which the children have missed in their own homes and of striving by every means to create and sustain in the children that sense of security which is so essential to their normal happy development and which has been either seriously shaken or is missing altogether in their lives.

# THE STORY OF A CHILDREN'S AID SOCIETY ON THE PACIFIC COAST

Miss A. L. MESS

Substance of an Address to the Regional Welfare Conference  
in Victoria, B.C., November, 1936.

**L**EISLATION is the basis of our present-day child welfare programme. It represents the stage when the community at large, and the government, says, "We recognize these factors as a minimum standard of child welfare. We have authorized these standards to be enforced by law and we give you to that extent sanction to deal with cases which fall below the minimum". I may say that in the office of the Victoria Children's Aid Society there is a well-thumbed copy of "The Infants Act", "The Adoption Act", "The Children of Unmarried Parents Act" and others. A wider acquaintance with the provisions of these Acts would help toward a better understanding of the place and programme of a Children's Aid Society.

There are three groups which might be said to control or represent various phases of child welfare activity :

- The state or provincial department which acts as supervisor,
- The Children's Aid Societies,
- The child-caring institutions such as the orphanages, infants' homes, and so forth.

It is my privilege to speak briefly concerning the second group, and with particular reference to the local society.

## Victoria Society Began Thirty-Five Years Ago

Thirty-five years ago, in May, 1901, the Children's Aid Society of Victoria was incorporated under the provisions of "The Children's Protection Act of British Columbia". Clause 2 of the charter reads : "The business and objects of the Society shall be the protection of children from cruelty, and caring for and protecting neglected, abandoned, or orphaned children, and the enforcement by all lawful means of the laws relating thereto".

As intimated, no organization is authorized to function as a child protection society unless recognized and granted incorporation for this purpose by the Lieutenant Governor-in-Council. And on these societies is definitely placed by statute, the responsibility of protecting children from cruelty and neglect within the areas of jurisdiction. Thus remedial action which is otherwise left to chance, or the possible casual interest of some individual, or forced by circumstances, becomes a definite part of the responsibility of these organized societies of citizens.

A Children's Aid Society is contemplated as operating through two main lines of services : "its family protection or preventive service, giving care and protection to a child in its own home whenever conditions prejudicial to the child arise; and its home-finding services and foster home placing, through which the child is placed in other care whenever continuance in his natural environment ceases to be safe for him or the community".

It is part of the creed of child welfare workers that "the best environment for a normal child is in the home circle of a good family".

This is recognized in the Children's Protection Acts. Section 7, Clause (1) of the Act under which your local society was incorporated, reads :

"The Society to the care of which any child may be committed, under the provisions of this Act shall be the legal guardian of such child, and it shall be the duty of such society to use special diligence in providing suitable foster homes for such children as may be committed to their care, and such society is hereby authorized to place such children in foster homes on a written agreement during minority, or for any less period in the discretion of such society. . . . ."

### **British Columbia Evaluates Child Welfare Programme**

During the first nine years of its existence, your local society used the foster home system, and the Protestant Orphanage cooperated in making available a receiving home or shelter into which children were admitted for temporary care, pending placement in foster homes. During the 23 years following this period, the Institution was used almost entirely, until in September, 1933, a complete reorganization was effected, in harmony with the recommendations of a survey of British Columbia Child Welfare Services, made in 1927, by the then Canadian Council on Child and Family Welfare. The survey was initiated by the Service Clubs of Vancouver City. The Council responded by sending a staff of experts to British Columbia with their social welfare microscopes, and some were focused on the child welfare services of Victoria.

The survey, in keeping with the current trends in child welfare, recommended that less emphasis should be placed on physical equipment and more on the individual child. Less emphasis on the institution and more effort through intelligent field work services to the end that the child's own home might be preserved for him, and failing that, to place him in a foster home where he might become a part of a family group.

### **Society Neglecting Primary Function**

The survey pointed out that the Victoria Children's Aid Society was fulfilling only part of its function. Like the Vancouver agencies, its activities were limited very largely to conducting a shelter institution, and its primary function of protecting children in their own homes was being neglected.

The City of Victoria was the main source of financial support and the work was looked on almost in the light of that of a civic department whose task was to provide shelter and indoor relief. The shelter had, when visited, 31 children in residence—17 boys and 14 girls, ranging from 3 to 17 years of age. The building was badly overcrowded and presented certain difficulties of arrangement for providing satisfactory care for such a varied group.

At this time, 1927, in British Columbia, there were in all 742 children resident in eleven institutions throughout the province. These institutions were overcrowded and an expenditure of \$400,000. in a building programme was being contemplated in one area.

At the close of 1931, a second survey was made of welfare services in Victoria and again it was pointed out that the Children's Aid Society had not as yet undertaken its full obligation in that little or no place was given to protective and preventive work in field service.

I am pleased to report, however, that within the last  $3\frac{1}{4}$  years the recommendations of the two surveys have been more than carried out.

### **A Modern Protection Agency To-Day**

The Society now has an efficient Board of Directors, consisting of 16 members, of which Mr. Jardine, our chairman, is the President. That the value of the work of the Society is becoming apparent is indicated by the increase in its membership and in the greater interest and financial support. In 1927 the membership consisted of 15 persons, and voluntary financial support was negligible. In 1936 there is a membership of over 250, and something over \$2,900.00 has been subscribed voluntarily or by grant for the carrying on of protective work in the community.

The present staff consists of the superintendent, who is responsible for administration and a large part of the protective work; an assistant whose time is given largely to the supervision of children actually in the society's care; and an office secretary.

Adequate office accommodation is provided. Records are kept according to recognized and accepted standards.

Upon their admission to the Society, children are placed temporarily in a small receiving home or shelter. Before a child is

placed in a foster home, adequate consideration is given to his health, mentality, character and family history and circumstances. Complete records of the child are necessary to a proper understanding of his heredity and personality, and of his development and progress while under the care of the Society.

### Oliver Twist Yesterday and To-Day

There is nothing new in the idea of child-placing in family homes. History records it over 2000 years ago. But foster home care, as understood by a modern child-caring agency, is far removed from even the foster home care known to our grandparents. About the year 1850, in England, Dickens could portray "Oliver Twist", on trial before the Board of a child-caring agency, in these words:

- " 'You know you've no father or mother and were brought up by the parish, I suppose?' said the gentleman in the high chair."
- " 'Yes, sir,' said poor Oliver, weeping bitterly, as he stood before the Board."
- " 'What are you crying for?' said the gentleman in the white waist coat. And to be sure it was very extraordinary. What could the boy be crying for? After hearing that Oliver had asked for more at the table, they exclaimed, 'That boy will be hung!'"

What might a modern writer portray? We would probably find "Oliver Twist" in a comfortable foster home, enjoying a full portion of specially prescribed food and being gently persuaded that it will make him healthy and strong. For Oliver's clinic chart reads, "malnutrition care recommended."

Particular consideration is given to children who are difficult to place and who require provision adapted to their peculiar needs.

Careful and wise investigation of foster homes is prerequisite to the placing of children. Adequate standards are required of the foster families as to character, intelligence, experience, training, income, environment, sympathetic attitude, and their ability to give the child proper moral and spiritual training.

A complete record is kept of each foster home, giving the information on which approval is based. The records show the Society's contacts with the family from time to time, indicating the care given the child entrusted to it.

Supervision of children placed in foster homes includes adequate visiting by a qualified visitor, who exercises watchfulness over the child's health, education, and moral and spiritual development. Periodic physical examinations are made. Supervision of children

in foster homes also involves the building up of intelligent co-operation on the part of the foster parents.

41 approved foster homes are in use at the present time. A number of approved homes have not yet been used and others are yet to be investigated.

Occasionally children are transferred for institutional care.

During the year 1935, 64 children received temporary or full-time care from the Society. 40 of these were wards by court order, and 24 were cared for as part of the Society's protective work.

During the year 1936, to date, 81 children have received temporary or full-time care. 47 of these are wards; 34 have received or are receiving care as part of the Society's protective work.

It should be noted here that the Society serves not only public and private agencies turning to it for the care of children, but also the children of families economically above the dependency level, but for the time being unable to cope with their own problems.

### The Society's Part in Preserving Home Life

There is a certain corner in family welfare work which is the peculiar field of the Children's Aid Society. It is the home where the parents persist in a type of living which is detrimental to their children. Their tenacity in this procedure may be due to a weakness, like alcoholism, that they cannot overcome, or to any form or moral degeneracy that makes the home influences destructive.

These families are brought to the attention of the Children's Aid Society from various sources. Frequently they are referred by the family agency, when that society concludes that its methods are not having effect. The family agency can only help when their assistance is sought and welcomed. Moral delinquents tend to evade their assistance unless that assistance is in the form of material relief, which is but a small part of the agency's service.

Into this evasive situation a Children's Aid worker may go, yes, must go, with the same objectives and methods, but having also at her command the powers designated to her by a provincial Act. She has the right, in the interests of the children, to go into the home at any hour and as often as she wishes; she can explain to the parents the absolute necessity of certain changes if the children are to remain in the home, at the same time putting the chief emphasis on her desire to assist them in making those changes. Sometimes the situation is best brought home to the parents by a temporary removal of the children, with the Children's Aid Society maintaining them from their voluntary funds. Without any display of force the parents soon realize that this worker has the power

to insist, and where there is a real love for the children, good results often materialize.

Economic need is no longer considered an adequate reason for removing a child from his own home, although it may be a factor in the dissolution of the home. The relief-giving agencies exist to help in this situation.

To carry out this work the Children's Aid Society must have the co-operation and financial support of the citizens. A municipality, recognizing the value of this work, may give voluntary grants to the agency, but no municipality is ordered to pay maintenance costs until a child is committed by Court Order and becomes a ward of the Society. It should be clear to all that it is the moral obligation of a Children's Aid Society authorized under the "Infants Act" of British Columbia, to assume responsibility for protective work as well as for maintaining children already made wards.

### **Conditions Found in Homes Known to the Society**

Some indication of the work in the protective field might be gathered from a summary of last year : "Many serious problems were found in the conditions surrounding the lives of 198 children of 99 families which came to the attention of the Society during the year; 17 cases of physical cruelty and neglect; 5 cases of moral neglect and drunkenness; 20 families in which parents were living together without marriage; 17 legally separated or living apart; 14 diagnosed as feeble-minded or suffering from mental diseases—and others suspected; 11 unmarried mothers; 17 cases of illegitimacy; 14 guilty of delinquency in one form or another."

The foregoing are for the most part problems of the adults which have a deleterious effect upon the child. The child himself, however, may develop behaviour problems due to physical or mental illness or to poor training, and the parents, because of insufficient knowledge or lack of resources, may be unable to assist him though eager to do so. Sometimes the cause is in the community. For even a stable home is open to attack from a community of poor type where licentiousness is the accepted pattern.

The unmarried mother is always with us. To place the financial, legal and moral responsibility where it rightly belongs is one of our duties in connection with the unmarried mother. It should be noted that the incidence of illegitimacy is not represented by the number of unmarried mothers. Some unmarried mothers have more than one child; some illegitimate children are born of married mothers.

Closely associated with illegitimacy is the question of legal adoptions. Apart from its own adoptions, upon request, the Society makes as thorough an investigation as the circumstances will allow into other Victoria adoptions.

Full use is made of the provincial psychiatric service provided through the Child Guidance Clinic. During the past 10 months, 10 children and 4 adults have been examined.

### **Victoria Looks Forward in the Interests of its Children**

The Society hopes to extend its service. There is a growing feeling that a Children's Aid Society in a city as highly developed as Victoria, should assume some responsibility for the organization of service for the remainder of the Island. The cost of such service, of course, should and would be met by the municipalities involved and the province.

The Society has an important responsibility too for leadership in interpreting child protection problems and in building up general community standards of child welfare. This can only be done with the approval of the citizens, made known by their interest and support. The Society is not an isolated agency that can function independently of other agencies. It is one of many social resources that have been developed in response to evident need. Its success depends largely on three factors :

Public appreciation of the service which it is in a position to render and public support which makes possible an adequate personnel and the necessary facilities for its operation.

The general development of the child-caring programme of the community, including provision for child study, family rehabilitation, foster home care and necessary institutional care.

The general attitude of the community towards all its children as expressed in home life, adaptation of the school to the needs of the children which it serves, provision of wholesome amusement, vocational guidance, and satisfaction of esthetic and spiritual needs.

"Children cannot grow up twice".

# PRACTICAL CONSIDERATIONS IN RURAL RELIEF

THOS. M. MOLLOY

Commissioner, Bureau of Labour and Public Welfare,  
Province of Saskatchewan

An address to The Regina Regional Social Work Conference  
October, 1936

This paper will be wholly concerned with the schedules of relief issued by the Bureau of Labour and Public Welfare of Saskatchewan to rural and village councils as a guide in the administration of relief for various sized families. These schedules set or suggest the quota or allowance of food, fuel and clothing for various sized families.

## Clothing

As to clothing, the allowance suggested, like the food quota, is graduated according to the size of the family, and is to a large extent calculated on the actual food schedule. The present clothing schedule provides for an allowance to be issued twice yearly of an amount in cash equal to twenty-five percent of a six months food quota. These figures have been standardized as follows:

| Persons | Amounts | Persons | Amounts | Persons | Amounts  |
|---------|---------|---------|---------|---------|----------|
| 1       | \$12.00 | 8       | \$64.00 | 15      | \$100.00 |
| 2       | 22.00   | 9       | 70.00   | 16      | 105.00   |
| 3       | 31.00   | 10      | 75.00   | 17      | 110.00   |
| 4       | 39.00   | 11      | 80.00   | 18      | 115.00   |
| 5       | 46.00   | 12      | 85.00   | 19      | 120.00   |
| 6       | 52.00   | 13      | 90.00   | 20      | 125.00   |
| 7       | 58.00   | 14      | 95.00   |         |          |

The foregoing schedule does not represent exactly twenty-five percent of the food quota for each family listed but is merely calculated on that basis, adjusted to provide adequate spreads, and then fixed at the nearest round figure. In considering this clothing schedule one must bear in mind that it is not intended to fully clothe a family. No family is naked to start with and in addition large quantities of new and second hand clothes are shipped into these areas by various church organizations as well as by the voluntary relief organizations.

## Fuel

Definite schedules for fuel are impossible owing to the wide fluctuations in weather conditions. We have seen a two weeks cold snap with a strong north-west wind consume more fuel than six weeks of moderate winter weather. Coal expenditures are a fairly accurate indication of weather conditions.

Another factor is the premises to be heated. A small frame house improperly insulated or banked will consume more coal than a much larger house properly conditioned to meet winter weather. We do, however, suggest a ton of coal every three weeks for ordinary homes, but either fortunately or otherwise, a great many farmers in our once great wealth producing section of the province have very large roomy homes. Our fuel schedules must, therefore, be elastic, so much so, in fact that we now practically say to all municipal secretaries 'use your own judgment having regard to local needs'.

### Food

This is a question that is perhaps our greatest concern, being so vital to the welfare of the people, and at the same time with so little, if any, actual data, experience or history to guide one in determining the actual food requirements of persons or families particularly on western Canadian farms. However, the necessity for a schedule existed and after some effort we did produce a food schedule, one that was not mere guess work either, but had in fact some foundation for its structure.

First we asked the three professors in charge of the household science departments of the three western provincial universities of Manitoba, Saskatchewan, and Alberta, to give us some guidance or facts upon which we might proceed to build such a schedule. These three well qualified ladies, subsequently named the Inter-Provincial Nutrition Committee, spent some time in joint study of the problem, and were good enough to give us much valuable assistance. In brief they set up three hypothetical families of two, four and six children of definite ages, and calculated the number of calories each such family required for a week's sustenance. These calories they then converted into ordinary food stuffs showing the quantity and kind of each necessary to furnish the required calories.

Were it possible for us to trim and re-arrange relief families into the exact counterparts of the hypothetical families used as the basis of calculation, or to prevent fourteen year old Johnny from eating more than his share of the peanut butter, then we would have had an ideal situation to care for. However, we were dealing with ordinary families—a varying quantity—as to ages, numbers and tastes.

The Inter-Provincial Nutrition Committee had given us reliable data respecting the kind and quantity of foods necessary for a balanced diet for average families of two, four and six. We then had these articles priced and thus arrived at the cost of each such diet, as well as the spread in cost between the different sized families

listed. From this start by a process of simple arithmetic with some allowance for the possibility of eight people eating from a common fund living cheaper than eight people each providing his own sustenance, we worked out a table or schedule for families ranging from one to twenty persons, as follows:

| Persons | FOOD ALLOWANCE FOR ONE MONTH |          |          |          |          |          |
|---------|------------------------------|----------|----------|----------|----------|----------|
|         | Full Schedule                | Less 10% | Less 15% | Less 20% | Less 25% | Less 35% |
| 1       | \$ 6.40                      | \$ 5.75  | \$ 5.45  | \$ 5.10  | \$ 4.80  | \$ 4.15  |
| 2       | 10.30                        | 9.25     | 8.75     | 8.25     | 7.70     | 6.70     |
| 3       | 12.40                        | 11.15    | 10.55    | 9.90     | 9.20     | 8.05     |
| 4       | 14.50                        | 13.05    | 12.35    | 11.60    | 10.85    | 9.45     |
| 5       | 16.50                        | 14.85    | 14.00    | 13.20    | 12.35    | 10.75    |
| 6       | 18.50                        | 16.65    | 15.70    | 14.80    | 13.85    | 12.00    |
| 7       | 20.50                        | 19.45    | 17.40    | 16.40    | 15.35    | 13.30    |
| 8       | 22.50                        | 20.25    | 19.15    | 18.00    | 16.85    | 14.60    |
| 9       | 24.50                        | 22.05    | 20.85    | 19.60    | 18.35    | 15.90    |
| 10      | 26.50                        | 23.85    | 22.50    | 21.20    | 19.85    | 17.20    |
| 11      | 28.00                        | 25.20    | 23.80    | 22.40    | 21.00    | 18.20    |
| 12      | 29.50                        | 26.55    | 25.05    | 23.60    | 22.10    | 19.15    |
| 13      | 30.90                        | 27.80    | 26.25    | 24.70    | 23.15    | 20.10    |
| 14      | 32.20                        | 29.00    | 27.35    | 25.75    | 24.15    | 20.95    |
| 15      | 33.40                        | 30.05    | 28.40    | 26.70    | 25.05    | 21.70    |
| 16      | 34.60                        | 31.15    | 29.40    | 27.65    | 26.15    | 22.50    |
| 17      | 35.80                        | 32.20    | 30.40    | 28.65    | 26.85    | 23.25    |
| 18      | 36.00                        | 32.40    | 30.60    | 28.80    | 27.00    | 23.40    |
| 19      | 37.20                        | 33.50    | 31.60    | 29.75    | 27.90    | 24.20    |
| 20      | 38.40                        | 34.55    | 32.65    | 30.70    | 28.80    | 24.95    |

If applicant has meat, deduct 15%; dairy products 10%; vegetables 10%.

You will note that no attempt has been made to divide families on the basis of children's ages, sex, occupation, standards of living, or any other factors employed by dietitians in determining diets. To do so would, I believe, require a book comparable to an insurance agent's modern rate book, or an up to date freight rates classification on tariff. We were forced to generalize and so the schedule was issued based solely on the number of persons in the family.

To apply even the basic schedules calculated by the Inter-Provincial Nutrition Committee was impossible, particularly in the case of rural dwellers, because so much food stuffs are produced on the farm such as beef, pork, chicken, milk, eggs, and vegetables. Then too, if a family has an abundance of milk and eggs, but no meats, how far is one justified in requiring such families to eat more eggs or drink more milk as a substitute for meats or vegetables? Nevertheless a schedule of foods must be issued particularly for village and rural guidance, for please remember these rural and small urban centres are not possessed of well organized social welfare agencies or local public health and relief departments found in the larger centres.

Now in order to study this schedule in the light of present day needs let us take the quota for an average family of five persons. It provides for a monthly expenditure of \$16.50, or a yearly food

budget of \$198.00. That looks small, doesn't it? Well a whole lot of people not only thought so but most emphatically told us so in resolutions and letters from individuals and groups in the drought area, and in many cases the statement was made that the food quota should at least be doubled.

Our food schedule was drafted in 1934 and while it has been increased to meet increased living costs, nevertheless the basis has never been altered and no adjustment has been made as between the different sized families.

Comparing the schedule with such information as is now available one must admit that with the guidance of the Inter-Provincial Nutrition Committee above referred to, we have not fallen very wide of a reasonable standard of living.

Other than the limited number of comparisons we have been able to make with actual family budgets and the occasional statement from individual families that they find the quota adequate, the only comprehensive evidence we have found on the subject is a report issued in June of this year by the Dominion Bureau of Statistics in their Monthly Bulletin on Agricultural Statistics. According to this bulletin a survey was made of some 639 homes of representative farmers in the province.

This survey was conducted by H. F. Greenway, M. A., assisted by Miss B. F. Rose, B. A., of the Internal Trade Branch of the Federal Department of Agriculture, and it indicated that the average size of the farm family in Saskatchewan was 5.74 persons and that the average expenditure for food per family was \$159.00 per year. The survey indicated further that farmers provide a considerable proportion of their own food from the farm, amounting on the average of 37% of the value of the staple foods required by the family. Assuming that families in the 'dried out' area are entirely without garden or dairy produce, meats or vegetables (which is not literally true) there might be added to the \$159.00 normal expenditure for food an additional thirty-seven percent as indicated in the survey to cover the cost of these commodities. This then would make a total average expenditure for the 639 families for food requirements, of \$217.00 per family.

The food schedule as issued by the Bureau provides for an annual expenditure of \$198.00 per year for a family of five and in addition the Government is providing free potatoes, a quantity of feed for stock and chickens, as well as such vegetables and fruit as may be donated through the efforts of the Voluntary Rural Relief Committee.

The foregoing figures amply demonstrate that the present food schedule, together with assistance above referred to, will undoubtedly give to the family on relief a living equal to that of the average self-sustaining farm home in the Province of Saskatchewan.

## REINFORCING FAMILY STRENGTHS BY THE PROVISION OF LEISURE TIME ACTIVITIES

STANLEY BRENT

Associate Secretary, Y.M.C.A., London, Ont.

An Address to the Regional Welfare Conference at London,  
September, 1936.

DURING the past thirty days three great international conferences have been held in the interests of science. One has only to peruse the reviews of the papers presented or to even analyze the titles to realize what rapid strides science is taking in application to every phase of life. It makes one hesitate to present a paper on any subject these days, knowing full well that in a few months or even weeks it may be ready for the waste paper basket in view of new light that may come from the studies or laboratories of the research groups.

One thing stands out very clearly and that is that there is rapid change in both understanding and method, but we need to think clearly and realize that change does not necessarily mean progress. In the work with children we have seen great changes. Someone has said that on every farm house wall there used to hang a strap with a motto over it "I Need Thee Every Hour". Today the strap is still there but the motto is changed to "God Be With You Till We Meet Again". We hear a great deal more about conditioning than we do about conversion; more frequently about change of environment than about change of heart. It has been a quick but far jump from the father in whose presence the children did not speak, to the father who yells up the stairs "Come on kid get a move on" and gets in reply "Keep your shirt on, I'm coming". Self expression and self determination are in the air, but we need to see that in children as well as in nations it does not take place without due regard to the rights of others.

### Green Pastures Far Away in Intellectual Progress

It is interesting to note that when man began to think at all he started his study at the farthest point from him, the stars, and astrology became the first great science; then came mathematics and some conception of order; then a study of physics and a knowledge of our environment; this was followed by a study of the body and the science of health and medicine, and it is only at this late date that we have got down at last to personality, and psychology is now making its contribution to an understanding of the real person of us.

Out of it all have come factors which must be considered first by anyone undertaking any program for children, because the

most sacred thing in the world is the personality of a child, and that must have first consideration.

First of all comes a recognition of the family entity and organizations like the Y.M.C.A. and Y.W.C.A. are seeing that boys and girls cannot be isolated and treated or helped apart from the rest of the family. More and more emphasis will undoubtedly be placed on this fact in all future programs.

### A New Philosophy in Leisure Time Activities

We are also seeing quite clearly that *recreation simply as a time absorber is futile* and that recreation should produce skills, should provide social education and above all should produce and develop character. Dr. Hedley Dimock has a fine contribution on this question in the May-June issue of the magazine "Character." Even big business, so called, is beginning to see that character is fundamental. The banker knows that his money is safe as much by the integrity of the confidential employee as by the vault door and intricate combination. The railroad president knows that the safety of his passenger is as much dependent on the sobriety and reliability of the man at the throttle as on new and first class safety equipment. The factory banks as much for its success and competitions in the market on the loyalty and dependability of its employees as on its machinery. It would therefore seem reasonable that both in and out of the home we would hope that each child might learn (1) the value and effectiveness of an education (2) the idea of democracy involving unselfishness (3) his or her own worth (4) conventions with respect to sex (5) the worth of religion or a workable philosophy of life. Leisure-time activities therefore are the more effective when chosen definitely to promote any or all of these needs.

May I suggest some more things which we have learned and which are fundamental to any program within or without the home :

*Conditioning*—Can we grow roses in a desert? The first answer is no, the second on more mature thought is yes if we can get the water diverted through there. What President Roosevelt is accomplishing in the drought areas of America can be duplicated in the life of a child.

*There is little or no relation between text book knowledge and conduct.* The scholar that writes the best memory test on the bible may be the worst little cheat in the school. Doctors Hartshorn and May have given us some light in the following co-relative figures based on a study of the sources of knowledge of right and wrong behaviour in a study of thousands of children :

|                             |      |
|-----------------------------|------|
| Parents.....                | 545  |
| Companions.....             | 353  |
| Club Leaders.....           | 137  |
| School Teachers.....        | .028 |
| Sunday School Teachers..... | .002 |

*The place of the sub-conscious*—Oh! how much is stored there and how it embarrasses us in later life by popping out when we are off guard. The answer is "guard the portals of the mind" and run the whole gamut of reading, movies, companions, stories and example.

*Recognition of temperament in the child*—No two children can be treated alike. We cannot turn the handle and run them through the mill, the sanguine child, the melancholy child, the phlegmatic child and the choleric child. We have to recognize that :

Character can be acquired—temperament is inherited,

Moods are transient—temperament is permanent,

Temper is emotion—temperament how we express it.

Someone has said that a temperamental person is 90% temper and 10% mental. However in any home we may have Peter the extravert, James the introvert, John the mystic, Thomas the intellectual doubter and each household has its Marys and Marthas. That is why we have different types of worship, the ritual, the intellectual appeal, the effervescent. Also why we have different expression in emotional re-birth, intelligent adjustment, service, expression of love.

### A Great Challenge to Parent and Teacher

Well, what are we to do about it all? Like the assembling of a Ford car, or Charlie Chaplin's picture "Modern Times", the endless chain goes by us; it is being speeded up all the time; if we don't do something now the time is gone. The life of the child is like that of the caterpillar. The caterpillar spends its early days gathering material, then goes into a chrysalis, matures, expresses itself, reproduces and dies. The little child sees so much, asks so many questions, gains so many impressions, suffers so much repression or encouragement, thus gathering its building material, goes into the chrysalis of adolescence and emerges to maturity to express its life. It is a great challenge to parent and teacher, and the leisure hour is an ever growing important one.

What can be done in the home? Few parents have scientific knowledge. They are thrown back on common sense, and the wonder of it is that we have done so well. May I cite an observance of an ordinary Canadian home to show what I mean. In this home the father was a professional religious education worker

but like so many in that profession travelled so much and when home was so busy looking after other people's children he had little time for his own except to offer a few suggestions and considerable advice. The mother was not a trained worker, but a sincere Christian woman with a lot of common sense. You have been in homes so immaculately kept that you felt that to move a chair was to commit a crime. By instinct this mother would like to have had such a home but her common sense said no.

She did not read many books, an occasional magazine article and perhaps listened to Angelo Patri on the radio. But the back yard contained a badminton court and the corner of the garage supported a high bar. Of course the grass was worn off and occasionally a boy tumbled into the flower bed and broke a few blossoms. A work bench in the basement was so strewn with tools and materials that for occasional chores it was almost impossible to find a screw driver or pliers. The boys would say "now please don't touch anything in my room". One look revealed wires from the table to the bed and to the window, with parts of radio strewn about. What could a Martha do? Just weep silently and close the door. But she has never had to weep over a boy gone wrong.

Why have we never discovered a technique that will make music lessons and homework attractive? Edgar Guest has said in one of his little philosophic poems "It takes a heap of living to make a house a home". And here is another little poem whose author is unknown to the writer—

With boyish eagerness he spoke,  
Hand on her arm, eyes pleading, bright :  
" Say can I bring them home with me  
The fellows of the club, tonight ? "  
The mother sighed " The rugs are new;  
The floors, fresh-polished for a year.  
How would they look if you should bring  
A flock of careless boys in here."  
That night the boys met—on the street,  
Loafed at the corner, smoked a while,  
Went to the show, played cards, played pool,  
Told rotten jokes—and learned to smile.  
The mother walks those polished floors  
Those shiny floors that gleam and taunt  
Oh for a flock of boys to mar it!  
Oh for a bunch of feet to scar it!  
But it only mocks and haunts,  
It only stabs to quickened pain—  
Her boy will never ask again.

Every parent will admit the greatest need is that of parent education, and the church, school, and voluntary agencies must meet that challenge.

### The Place of Organized Services

This brings us to the work of these supplemental agencies in this field of leisure time programs. Probably the greatest contribution they have made has been through the discovery and development of group work which has now been universally adopted by all the great agencies. The Scouts, Camp Fire Girls, C.G.I.T., Y.M., and Y.W. enroll over two million boys and girls in the group program. Our physical directors used to say that they could predict the man from the boy's interest in the gymnasium.

The lone performer on apparatus would be the self centred "one man business" man, the keen competitor of tennis or handball would be the ruthless competitor of the business or industrial world. Those interested in team games would be found working on committees in the interests of the community and engaging in Red Cross drives and similar efforts.

It is only partly true, of course, and more likely to be a matter of temperament than of like or dislike. Nevertheless we have learned that the group system does contribute much to the team play necessary to democracy and unselfish co-operative living. Those who advocate it most claim for it that it does three things: (1) takes advantage of the gang instinct in boys and girls (2) provides purposeful activity under the guidance of wise counsellors (3) provides an experience for life in a democracy

### Our Responsibility as Individuals

What does this all mean for us as individuals, parents, teachers or leaders? It implies a continual search for new light and new ideas. It involves the promotion of parent education classes or parent clinics wherever possible. It involves having at our disposal a small library of such books as "Handy" (a kit for social recreation), such manuals as the Scout Manual, the C.G.I.T. and Tuxis Manual, and Ernest Thompson Seaton's Woodcraft Indian manual. They are full of things for boys and girls to do. We should read "Child and Family Welfare" which always has an article on Leisure. The bulletins "The Challenge of Leisure" issued by The Canadian Welfare Council are invaluable. Magazines like "Recreation" published in New York or "Character" brought out monthly by the group in Chicago, are good. More than anything else we might adopt as a slogan "Every child in every community in a purposeful activity group."

I have tried only to stimulate thought and lead toward discussion. If I succeed in that alone, I will feel the effort has been worthwhile.

## A BUSINESS MAN VOICES SOME PLAIN HOME TRUTHS ABOUT YOUTH AND UNEMPLOYMENT

IRA N. GERRY

President of the Children's Aid Society of Fort William

An Address to the Regional Welfare Conference at Fort William  
and Port Arthur, November, 1936

**W**E are met here to-day for a very worthy purpose, that of endeavoring to find a solution to some of the problems with which our youth are confronted and which many of them are finding it very hard to overcome. I have been asked by the Programme Committee to present to this conference some of the aspects of unemployment as it affects youth.

It is estimated that there are some 300,000 youth in Canada, 18 years of age or over, who are without gainful steady employment. That is, they have not been able to secure steady work in the vocation that they desire as their life's work. Many are at temporary jobs, on relief projects, some are able to secure a few weeks work now and again in busy seasons, while a great number are just lying around home, living on their parents who in many cases are hard-put to it to make ends meet.

### Idleness a Great Destroyer

Idleness is a great destroyer. It destroys enthusiasm. It destroys ideals, It destroys initiative—It destroys self-respect, without which a young man or woman soon loses the morale and courage which is necessary to cope with life's problems. Thousands of bright boys and girls are leaving our schools each year, and many of them have little to look forward to. They are full of pep and enthusiasm. They have high ideals but a few months of idleness and this is lost. It is remarkable that during these last seven years so few of our youth have drifted into crime. It speaks volumes for the sterling character of our Canadian youth, that in spite of idleness and discouragement they have to a large percentage been able to retain the standards of respectable citizens.

Many young couples, anxious to get married and set up a home of their own, have had to wait year after year, seeing the best years of their lives slip away. Insecurity is one of the Big Bad Wolves that stands in the way of thousands of our youth.

Now I do not need to go into all the phases of unemployment, for many of you know more about the subject than I do. We all realize that it is here and that it will be with us, sucking the very life blood of our nation, unless we as a nation face the problem squarely and set ourselves resolutely to find the remedy and apply it.

### We Can Pull Ourselves Out of Present Morass

I am not one of those people who think that the world is going to the Bow-wows, and that nations and peoples will go on with strife and war until we annihilate each other, or that it will always be every man for himself and the Devil take the hindmost. No! I believe that we are living in the greatest age the world has ever seen. Things are moving so fast, means of transportation are so swift, the radio broadcasts bring us so close to one another, that everything seems to be in a muddle. Mankind has passed through many a turmoil, and afterwards emerged into a better social state. So it will be now, we are in the crucible and much that has been dross in our national lives is being tried and if found wanting, will be discarded. A better nation will be the result and many of the social injustices of to-day will be no more.

Our troubles are man made and mankind can and will find the remedy.

Now let us look for a moment at our own land of Canada:

Rich beyond measure in natural resources. Our agricultural areas stretch from the Atlantic to the Pacific—Our lakes abound in fish as well as both sea coasts. Almost every province has abundant forests, and New Brunswick, Quebec, Ontario and British Columbia have some of the greatest pulp wood reserves in the world. Our gold output is rapidly climbing to the premier world position. Our nickle mines produce 85% of the world's output. Our asbestos, lead, copper and iron, coal and oil deposits are great sources of wealth, and all these coupled with our great hydro power development places us in a position where we can compete in the world's markets.

### Resources Must Be Utilized For Benefit of All

Our wonderful tourist attractions lying so close to the vast population to the south have produced the second largest industry in our country. Back of all these natural resources is our fine invigorating climate, that produces a healthy strong verile people, ready for any task. It is just through the lack of foresight on the part of the bulk of the people and our legislators coupled with the enormous greed of a comparatively small number of people that there is any unemployment in this fair land of ours. We have abundance for all if rightly used.

The other day I saw an account in our local paper of a gold mining company which had taken on an extra gang of 250 men, by reducing the weekly hours of labor from 56 to 48. The company has paid millions and is still paying millions to the shareholders,

and could easily put another 250 men to work by reducing the weekly hours of labor still further without reducing the weekly wages. Kind Providence did not provide the gold treasures for the enrichment of the few, but for the benefit of all mankind.

Many of our natural resources have not been utilized to the best interests of the people. However, we have in our Ontario hydro development, one great asset, which has been reserved for all the people. This was due greatly to the foresight of the late Sir Adam Beck.

### Youth's Outlook on the World To-Day

I sought out an interview with Mr. Green, principal of our Vocational School last week, to get his views on young people and their outlook. Mr. Green says that there is a new attitude in the minds of our youth. Back in '31 to '35 the general attitude was "What's the use"—No use of studying hard to get through, there is no chance of a job anyway. Why there's so and so—he can't get a job. There is so and so—he is a university graduate and he can't get a position, "What's the use." There was a big let down all along the line. Now the tune has changed to, "Well there is a chance, lets go to it," Mr. Green states that he has more calls for qualified young men and women than he can supply. Many of our youth through lack of vision have left school before finishing their course and are finding it impossible to secure jobs, for the business world is demanding trained workers.

We are on the upgrade in all avenues of commercial and industrial life and the time is at hand, when trained workers will be at a premium. For seven years we have been beating time, few young people have been learning trades, especially in the building vocations, such as masons, carpenters, plumbing and painting. Our vocational training schools are doing a good piece of work, but their work should be extended to practical actual work outside of school.

In Holland, I believe, all school youths must do a certain amount of work in their chosen vocation outside of school, before they can matriculate. This applies to building trades, mechanical trades and gardening and farming and dairying.

We employ this system in our normal schools, why could it not be extended to our vocational schools. This might be a means whereby our city could afford an up to date tourist bureau, a couple of convenient down town rest-rooms and many other needed public conveniences. These could be constructed by the boys under a competent foreman.

### **Co-Operation the Keynote for the Future**

As I look around the social horizon, the wonderful growth and success of the Co-operation Movement is the brightest picture I can see. In Sweden, Netherlands, Holland, Great Britain, New Zealand and to some extent Canada and the United States Co-operation will work wonders. It has beaten depression in Sweden and the Netherlands—7,500,000 people in Britain are in the co-operatives. In the United States as a result of President Roosevelt's action in sending an investigation committee to Sweden to learn and then advise, there are some 4,700 unions and 30,000 teachers are members of these unions, and are doing a great job disseminating knowledge as to the advantages of co-operation.

In Nova Scotia there are now 47 unions or societies and the story of their rise and success borders on the romantic. The Rev. J. J. Tompkin, a young priest who worked in the parish of Canso and visited the fishing village of Dover every two weeks, seeing the abject poverty and the rapid disintegration of the morale of the people, decided to do something to arouse the people. After considerable persuasion he succeeded in getting a small number to join a study class. He taught them simple economic laws and principles and succeeded in getting the men to start a local improvement programme. Soon a voluntary group had the sidewalks repaired, the roads in good shape and a spirit of co-operation prevailed throughout the whole village of Dover. Some money was collected and a start in business was made. In a very short time a cannery factory was built and the village was on the way to prosperity and happiness.

The Dover success encouraged other communities to form study classes and societies and now 47 societies are successfully operating.

Let us therefore work, not everyone for himself, but wherever possible let us join forces and work for the general good. I am sure with the great resources behind us, coupled with our vigour and ability that we can pull ourselves out of the swamp of unemployment and give our young people what they deserve—a fair fighting chance in Life.

## FRENCH-SPEAKING SERVICES

### "LA CONSULTATION DE NOURRISSON"

Résumé d'une causerie par le

DOCTEUR AD. GROULX

*Surintendant de la division de l'Hygiène de l'Enfance*

au personnel de cette division du Service de Santé

Montréal, le 30 mai, 1936

**L**'Hygiène Infantile est avant tout, un *problème d'Education*. De toutes les mesures préconisées pour le résoudre, la "Consultation de Nourrisson" est la plus importante en ce qu'elle permet de combattre deux grands facteurs dans l'incidence de la mortalité infantile: *la pauvreté et l'ignorance des mères*. Elle possède en plus l'inappréciable avantage d'une étroite collaboration entre le médecin et la mère.

**But:** En plus de sauver la vie du nourrisson, le but de la Consultation est de sauvegarder la santé des bébés. Il ne faut pas la confondre avec le dispensaire; à la consultation, on surveille la santé des enfants sains et on fait de l'enseignement; au dispensaire, on traite les enfants malades pauvres.

**Histoire:** Le véritable fondateur des Consultations de nourrissons est le docteur Budin, en 1892, à l'hôpital de la charité, et en 1895, à la clinique Tarnier. Budin se proposait de favoriser l'allaitement maternel, de diriger l'allaitement mixte et de distribuer du lait stérilisé.

A Montréal, la première "Goutte de Lait" fut organisée en 1901. L'histoire complète en a été publiée dans le "Bulletin d'Hygiène" du Service de Santé, de juillet à octobre 1935.

Parmi les diverses opinions émises au sujet des consultations, mentionnons celle du Dr Daunay qui écrivait dans la revue "Maman" en février 1931:

"La Consultation de Nourrissons, c'est le moyen de protection le plus efficace des jeunes ménages, des jeunes mamans abandonnées qui sont prêtes, pour leurs enfants, à faire tous les sacrifices, mais qui souvent ignorent ce qu'elles peuvent faire. Cette Consultation fait œuvre à la fois *moralement*, *medicale* et *sociale*, en dirigeant, en maintenant tant qu'elle peut le foyer, qu'aucune institution ne peut remplacer".

**Objet:** L'objet essentiel de la Consultation de Nourrisson est de promouvoir l'allaitement maternel qui constitue la meilleure nourriture. La mère a contracté des devoirs envers son enfant:

lorsqu'elle s'en éloigne, elle met sa santé et sa vie en danger. La consultation a pour mission de lui rappeler que l'alimentation qu'elle donne à son enfant aura une influence considérable sur sa santé, et qu'aucune autre nourriture ne saurait remplacer avantageusement le lait maternel. L'enfant y est particulièrement adapté, et, par sa parfaite nutrition, il présente une résistance remarquable en face des infections.

Si l'allaitement maternel devient insuffisant, on aura recours à l'allaitement mixte. Une alimentation artificielle, dirigée par le médecin, assurera l'évolution normale du bébé et préviendra chez lui les troubles digestifs communs, aussi bien que le rachitisme. Les médecins ont le grand rôle d'instituer des régimes qui conviennent aux enfants et ils doivent attacher beaucoup d'importance à la direction qu'ils donneront aux mères concernant l'allaitement artificiel, lequel sera basé sur l'âge et le poids du bébé pour assurer sa croissance normale.

### L'Examen du Bébé

Consiste à déshabiller, peser et mesurer le bébé chaque semaine. L'examen médical doit être complet et porter sur les antécédents familiaux et personnels, l'aspect général de l'enfant, l'état de la peau, du tissu musculaire et du tissu adipeux; l'état des yeux, du nez, des oreilles, de la bouche et de tous les organes. L'examen des poumons et du cœur et se bien renseigner sur l'état du tube digestif.

Il faut aussi prendre les moyens nécessaires pour éviter la contagion. Les cas suspects sont immédiatement soumis à l'attention du médecin et s'il y a contagion, ces bébés sont renvoyés à domicile et déclarés à l'autorité sanitaire municipale.

### Fiches Médicales Individuelles

Tous les renseignements obtenus sont notés sur une fiche appropriée pour guider l'infirmière dans son travail et permettre au médecin de surveiller l'évolution du nourrisson. L'infirmière remplit la première partie de la fiche qui concerne les généralités et le médecin remplit la seconde partie de la fiche d'examen. Il notera les troubles ou défectuosités observés, et inscrira le régime alimentaire prescrit. Une fois que l'enfant aura atteint sa première année, un examen complet sera fait une fois par année seulement.

### Etudes des Fiches

Le médecin-consultant fera une étude spéciale des fiches pour se rendre compte de l'état de santé des enfants inscrits et pour

donner une directive éclairée aux infirmières qui suivront ces enfants à domicile.

### **Naissances—Inscriptions—Décès**

Le médecin et l'infirmière attachés à une consultation doivent être au courant des naissances qui surviennent dans leur territoire. Pour faciliter ce travail, un système fut institué à Montréal, par lequel les curés et pasteurs des différentes religions font chaque semaine "la déclaration" des baptêmes. Ces noms sont ensuite enregistrés à la Division de la Statistique Vitale, puis transmis à la division de l'Hygiène de l'Enfance pour être adressés au personnel des diverses consultations.

Ainsi, le médecin et l'infirmière sauront la proportion des bébés inscrits à leur Consultation et tiendront compte des décès de 0-1 an, survenus dans leur district ou paroisse, comparés au nombre des décès parmi ceux qui étaient inscrits.

### **Les Visites à Domicile**

L'infirmière-visiteuse joue un grand rôle; ses visites ont pour objet: 1° d'atteindre les mères assez tôt après la naissance du bébé pour "obtenir l'allaitement maternel." Le docteur Gaston Lapierre disait au cours d'une conférence: "Nous aurons fait réaliser un grand progrès à l'allaitement maternel, si nous pouvons nous emparer de la mère, au plus tard, immédiatement après la naissance de l'enfant".

2° de suivre les bébés,—qu'ils soient inscrits ou non—pour enseigner à la mère les soins hygiéniques du nourrisson, comment remplir les prescriptions du médecin; la conservation et la manipulation du lait,—la préparation des repas; à corriger certaines conditions insalubres du milieu familial ou l'entourage. L'infirmière—visiteuse complètera cet enseignement en donnant des démonstrations pratiques et en remettant à la mère, des brochures et publications appropriées.

3° de préconiser l'immunisation contre la diphtérie et la vaccination dès l'âge de six mois et recommander aux parents de ne pas attendre que ces enfants entrent à l'école, alors qu'il serait peut-être trop tard.

Les visites à domicile nécessitent de la part de l'infirmière, beaucoup de tact, de patience, de sens commun, de persévérance et de clairvoyance. Il lui faut gagner la confiance des parents, et ceci s'obtiendra surtout par l'attention portée à l'enfant. Elle aura à vaincre l'apathie et l'ignorance, et il lui faudra en plus se mettre à la portée des gens qu'elle visite.

Pour aucune considération, elle ne devra intervenir dans le rôle du médecin de la consultation ou du médecin de famille, et ne rien dire ou faire qui puisse leur nuire ou leur enlever la confiance de la famille. Elle doit se garder d'indiquer une thérapeutique ou d'accomplir aucun acte médical. Si un enfant est malade, elle n'interviendra en aucune façon dans le choix du médecin ou de l'hôpital.

Le médecin et l'infirmière travailleront en parfaite coopération pour le bien-être des enfants et le succès de la consultation, tout en restant dans le domaine de leurs attributions et de leur rôle. Imbus de l'importance primordiale de ces fonctions, ils apporteront les connaissances requises, un dévouement absolu et l'initiative désirée pour atteindre leur but.

Enfin, le succès d'une consultation est assuré par les quatre facteurs suivants:

*La Compétence:* Le personnel de la consultation se tiendra au courant des questions de puériculture: soins aux bébés, problèmes de l'alimentation, techniques des divers modes d'alimentation, hygiène générale du nourrisson etc.; le médecin en particulier se préparera à sa tâche par des études suivies.

*Le Dévouement:* La consultation sera d'autant plus achalandée et fructueuse que le médecin mettra plus de soin dans ses examens et qu'il montrera plus d'intérêt aux bébés.

*L'Assiduité:* Encourager les mères à se rendre régulièrement à la consultation et compter sur l'assiduité du personnel aux heures indiquées; il serait difficile d'obtenir l'assiduité des mères aux visites hebdomadaires, si elles constataient l'absence ou des retards habituels du médecin.

*Collaboration:*—du médecin et de l'infirmière dans leur travail; dans leur rapport avec le médecin de famille; concours du clergé et de la population en particulier les parents.

## WITH THE KINDERGARTNERS

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### CONFERENCE ON CHILDHOOD EDUCATION

THE National Federation of Kindergarten, Nursery School, and Kindergarten-Primary Teachers met for their third annual convention in London, Ontario, on October 17th. The enthusiasm shown by some two hundred in attendance during the various sessions of the full day's programme was most gratifying. The happy re-union of friends, the exhibits and the inspirational addresses made the day a very worth-while and memorable one for all.

At Hotel London, the Convention Headquarters, delegates registered from Montreal, Toronto, Hamilton, Burlington, Woodstock, St. Thomas, Brantford, Aylmer, Kitchener, Dundas, Windsor, Simcoe, Goderich, Stratford, Chatham, Welland, Fenwick, St. Catharines and Tillsonburg.

The members assembled in the Georgian Room where a welcome was extended to the visitors by the Mayor of London, Mr. T. F. Kingsmill. With the President, Miss Clara Brenton in the chair, a short business meeting was held. Reports from the various officers were very encouraging, showing increased membership and interest in the work of the Federation in different centres.

During the morning session, Dr. Elizabeth Lee Vincent, Professor of Psychology of the Merrill-Palmer Nursery School, Detroit, Michigan, gave an exceptionally interesting and stimulating address on, "The Child Leaves Home for School." This, the second major crisis of the child's life is considered by Dr. Vincent of immeasurable importance, in fact, the most important. By a very definite word-picture Dr. Vincent led her listeners to a fuller understanding of the needs and problems of the little child as he leaves his sheltered home to enter into the new experiences which await him in the larger world.

Over one hundred and fifty guests and members attended the luncheon held at the University of Western Ontario. The guest speaker for this occasion was Miss Fyvie Young, a member of the staff of the Canadian Welfare Council at Ottawa.

Miss Young addressed the teachers on "Some Hygienic Truths Concerning Early Childhood." A strong appeal was made to the teachers to co-operate in every way, that good health habits might be inculcated in the child's early life.

For the afternoon session, visits were planned to seven selected schools. The Kindergartens, Grades I and II class-rooms in these schools were open to the visitors. In each centre, an exhibit of

special interest was displayed. One school exhibited Nursery School materials and toys, also work done by Nursery School children. In two other schools work of Kindergarten children was shown,—Beginners and Advanced. A splendid selection of Music and Story Books, Pictures and Posters formed another exhibit. The decorations and handwork of the different festive occasions during the Kindergarten year aroused interest in another school centre.

The visiting delegates at the close of the afternoon were guests of the London Froebel Society for afternoon tea at Ryerson School. At this school a large and representative collection of paintings of the city's Kindergarten children was on display.

The dinner meeting was held in the Crystal Ball Room of Hotel London. Members and their guests (to the number of about two hundred) assembled for this delightful occasion for the closing meeting of the Conference. Mr. G. A. Wheable, Superintendent of London Public and Secondary Schools, presided. Greetings were brought from Mrs. H. R. Kingston, London, Vice-president of the Provincial Home and School Council in the absence of the President, Mrs. E. E. Reece, Toronto; and Mrs. John Rose, London, Representative of the Local Women's organizations. Dr. R. B. Liddy, in the absence of Dr. W. S. Fox, President, brought the greetings of the University of Western Ontario. Mr. J. C. Stothers, Inspector, spoke for the London Public Schools, and Mr. Mark Garrett, President, for the local Teachers' Institute. Messages were read from Dr. Duncan McArthur, Deputy Minister of Education, Mr. V. K. Greer, Chief Inspector of Public Schools, and Dr. J. G. Hunt, Chairman of the Board of Education, who were unable to be present.

An invitation was extended from Hamilton, to meet in their city next year, for the Federation Convention. This invitation was accepted.

Dr. Elizabeth Lee Vincent, the guest-speaker of the evening, gave a most inspiring address on "The Teacher Herself." The physical requirements, the mental attitudes and religious enrichments conducive to the teacher's highest and best development were clearly presented by Dr. Vincent.

And thus the third annual Conference closed with the realization that the day had been well spent.

## **EXTRACTS FROM DR. ELIZABETH LEE VINCENT'S ADDRESSES**

"Nursery School is the extension of the home upward, not of the school downward. It is an extension of what the finest type of home would give the child".

"Reading is the basic tool. The child's attitude towards reading represents how he feels about academics".

"Education from the use of the hands is tremendous. He needs the experiences to develop the use of his hands".

"Nature teaches children how to practise. Repetition is satisfaction".

"The teacher represents the greatest impact on the child language development".

"Kindergarten is concerned with the development of sense perceptions which are very slow in developing".

"The beginning of social growth is at two years of age. At two and a half years he should mingle with other children".

"There is retardation of their social growth if children do not have a large contact with other people".

"Social growth brings a realization of other people's needs".

"The greatest duty the teacher must realize is this problem of teaching the child that he cannot always, in all places, be the centre of attention. He must learn an impersonal social relationship".

"If a child is lucky enough to have a good Kindergarten teacher, followed by a good Primary teacher, no poor teacher following can undo the good they have done".

"The child can get a disproportionate idea of his success or failure".

"It is well for the teacher to know what is the pressure of the home on the child".

"What you don't have and can't get,—forget it. What you don't have and can get—go, get it. What you have got,—be glad of it".

"We have the job of living with children as well as with ourselves and the school-room is the first place that children meet a set of standards different from those of their homes, therefore what we are is important".

"Happiness is a state inside. Expression of mouth, the voice and the look of the eyes are indicative of happiness or the lack of it and those the child sees and responds to".

"It is hard for you if the only thing you like is your job. There must be other things,—people and things".

"We should appreciate ourselves, see our assets and liabilities,—see them fairly. We have been trained to be afraid of ourselves, to pick out our mistakes and not think of our assets. Make lists of both. You will find that your list of assets is longer than your list of liabilities. It must be or you wouldn't be teachers".

"We've got to escape our facts. Some things are not worth the effort of trying until exhaustion to achieve. Escape is the natural, healthy reaction of the human mind".

"We need to lean. That is what friends are for; that is what God is for. Complete dependence is wrong, but complete independence is also wrong. Independence is not sane unless we appreciate that there are forces working in the universe that are greater than our own ego. We need that religious enrichment to be teachers".

\* \* \*

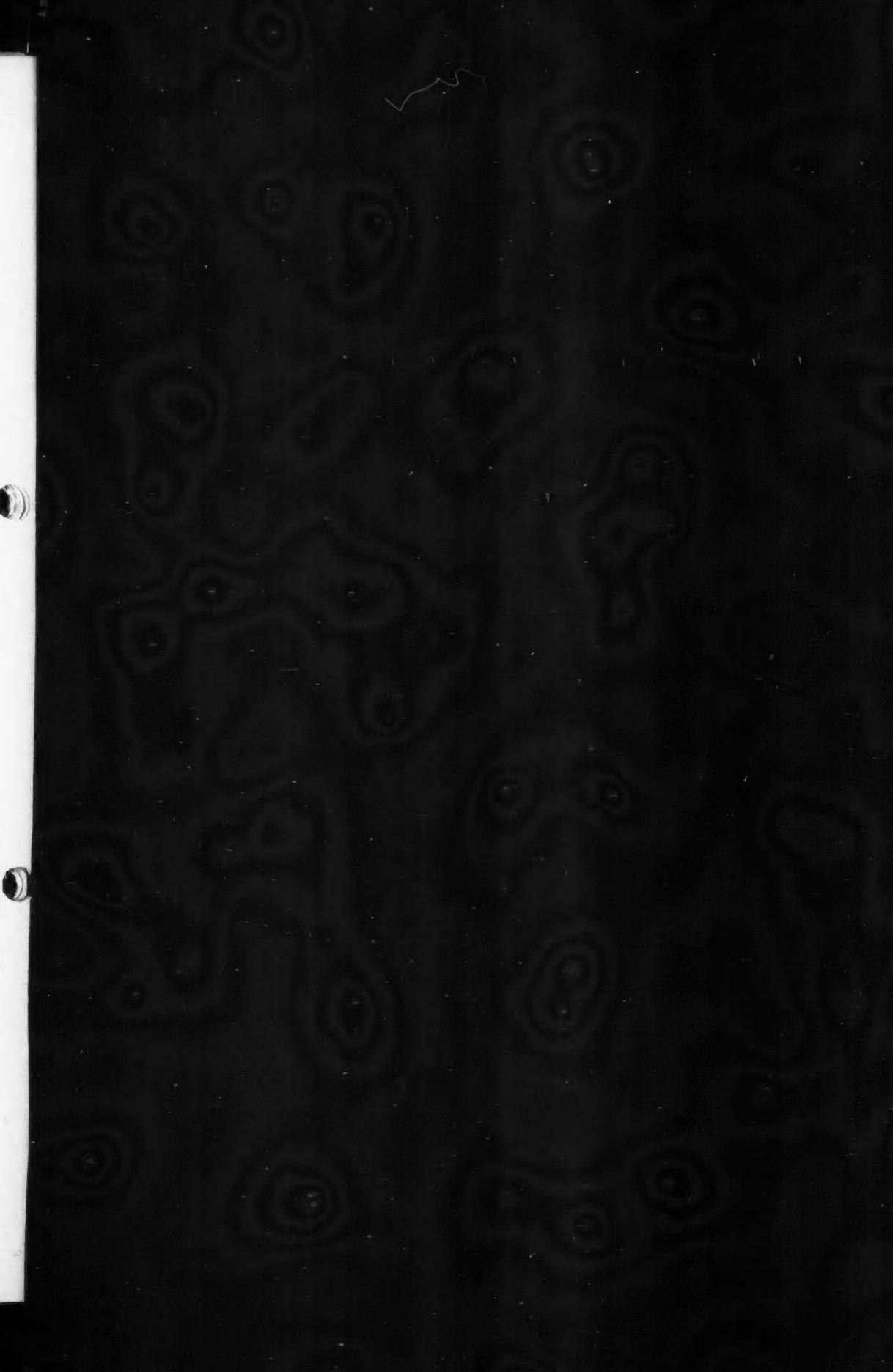
The teacher is the most significant factor in any school guidance programme. The personalities with whom the child comes in contact will weigh for more, ultimately, than the type desk, the text-books, or even the recreational programme. Human relationships form the fundamental ground work for the development of constructive personality development.

GERTRUDE P. DRISCOLL,  
*Childhood Education,*  
April, 1936.

\* \* \*

Possibility of gaining success if real effort is made must be within the grasp of every child. Achievement develops a feeling of self-confidence, the incentive to put forth greater effort when obstacles arise. Continued failure, on the other hand, is depressing; lack of confidence is the result. When an obstacle is faced, the child is unable to mobilize his abilities because doubts concerning his success disperse his energies. There is no one thing that will succeed in deadening a child's initiative more completely than continued failure to meet the expectations of those around him.

GERTRUDE P. DRISCOLL,  
*Childhood Education,*  
April, 1936.





- No. 63. The Visiting Housekeeper.  
 No. 64. The Central Bureau in the Catholic Welfare Programme.  
 No. 65. The Day Nursery in the Programme of Child Care.  
 No. 66. Sample Food Budgets and reprints of the Section on Menus and Recipes. (1s. each).  
 No. 67. Fair Time for the Nurse.  
 No. 68. Posture, Body mechanics.  
 No. 69. Ophthalmia Neonatorum. (Babies' Sore Eyes).  
 No. 70. The Bewildered Community To-day—Canada, 1935.  
 No. 71. The Cross-Eyed and Squinting Child.  
 No. 72. Infantile Paralysis. (French and English).  
 No. 73. Welfare Legislation in Canada and Her Provinces.  
 No. 74. A Lay Man's Summary of the Employment and Social Insurance Act, Canada 1925. (10s.)  
 No. 75. Child Care Within the Institution—A Mental Hygiene Approach.  
 No. 76. Need Our Mothers Die?—A Study of Maternal Mortality in Canada.  
 No. 76A. Need Our Mothers Die?—Part I.  
 No. 76B. Timetables of Pregnancy.  
 No. 77. Respiratory Diseases in Young Children.  
 No. 78. Common Sense in a Chaotic World. (Outline of Services of Canadian Welfare Council). 1935.  
 No. 79. Family Relief in Canada and the United States.  
 No. 80. Toward National Well-being.  
 No. 81. Social Work at the League of Nations.  
 No. 82A. Modern Allowances.  
 No. 83. Britain's Social Aid and Ours.  
 No. 84. Social Work and the People's Health.

**Supplements to "Child and Family Welfare":**

- Canadian Cavalcade 1935 (15s.)  
 Problems in the Social Administration of General and Unemployment Relief, Canada 1935

**Reprints**

- (1) Some Considerations re Health Insurance.
- (2) Some Considerations re Unemployment Insurance.
- (3) Administration of Clothing Relief.
- (4) Activities of the Department of Public Welfare, Toronto.
- (5) Child Protection in England and Wales.
- (6) The Possibilities of a Relief Programme for Canada.
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- (10) Parent Education and Social Work.
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- (12) Britain's Social Services.
- (13) The Relief of Unemployment.
- (14) An Address by His Excellency the Governor General to the Ottawa Welfare Bureau.
- (15) Social Work and the Community.
- (16) Health Pitfalls and Tragedies of the Pre-school Child.
- (17) Foster Family Care for Children.
- (18) "No Man's" Land—Justice From the Woods.

**Recent Statements on Relief Trends in Canada:**

- The Relief Outlook—December 1934.  
 A National Relief Plan, An Urgent Need—February, 1935.

The Relief Outlook—Winter 1935-1936—December, 1935.

L.T.A. Publ's No. 1-18. Recreation Bulletins dealing with various phases of recreation are available on request.  
 L.T.A. Publ's. No. 18, Community Gardens.

**Charts—(Wall Size)—**

- No. 1. 7, 10, 14. Infant Mortality Rates in Sixty Canadian cities (Statistics 1924, 1925, 1926, 1928).  
 No. 2, 12, 16. Is Your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1928).  
 No. 17A-B-C. Does Your City Lose Its Infants? Statistical Report of Infants Minister in Cities of Canada. (Five Year comparison, 1926-30). 1935.  
 No. 3. 5, 11, 16. Why Our Babies Die. (Statistics, 1925, 1926, 1927, 1928).  
 \*No. 4. Illiteracy Rates: Illiteracy, 1921 Census.  
 \*No. 5. The Vicious Treadmill (Illiteracy in Cities—1921 Census).  
 \*No. 6. Child-Placing is Child-Saving.  
 \*No. 8. "The Pre-School Days".  
 \*No. 10. A Map of Canada. (English and French).

- Posters (at cost)—** No. 1. "The Guy Adventures." No. 5. "Have You a Clean Bill of Health?"  
 No. 2. "The Protection of the Child." No. 6. "The Porridge Party."  
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**Annually—** Proceedings and Papers of the Annual Meeting and Conference.

**Official Organ—** "Child and Family Welfare," issued bi-monthly. (\$1.00 per year).

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## Canadian Welfare Council

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health.  
COUNCIL HOUSE, 248 COOPER ST., OTTAWA, CANADA.

### OBJECT.

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

### MISSION.

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

### MEMBERSHIP.

The membership shall be of two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part embodied in their program, articles of incorporation, or other statement of incorporation.

- (2) Individual membership shall be open to any individual interested in or engaged in Welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada or not.

### FEES.

|  |                                     |    |
|--|-------------------------------------|----|
| 1. National Organizations.....   | Annual Fee, \$8.00—Representatives: | 2. |
| 2. Provincial Organizations.....   | Annual Fee, \$3.00—Representatives: | 2. |
| 3. Municipal Organizations.....  | Annual Fee, \$2.00—Representatives: | 1. |
| 4. Individual Members.....   | Annual Fee, \$1.00—Representatives: | 1. |
| In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer. |                                     |    |

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

### BOARD OF GOVERNORS—Fourteenth Year, April 1st, 1936.—March 31st, 1937.

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| Division | I.—Maternal and Child Hygiene.....                   | Chairman—Dr. H. E. Young, Victoria.                 |
| "        | II.—Child Care and Protection.....                   | Chairman—Mr. Robt. E. Mills, Toronto.               |
| "        | III.—Family Welfare.....                             | Chairman—Mr. F. N. Staniford, Toronto.              |
| "        | IV.—Community Organization.....                      | Vice-Chairman—Miss Neil Wark, Toronto.              |
| "        | V.—Leisure Time and Educational Activities.....      | Chairman—Mr. Philip Fisher, Montreal.               |
| "        | VI.—Delinquency Services.....                        | Vice-Chairman—Dr. George E. Davidson, Vancouver.    |
| "        | VII.—Officials in Public Welfare Administration..... | Chairman—Capt. Wm. Bowie, Montreal.                 |
| "        | VIII.—French-speaking Services.....                  | Vice-Chairman—Mrs. G. Cameron Parker, Toronto.      |
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|          |  | Chairman—Mr. A. W. Laver, Toronto.                  |
|          |  | Vice-Chairman—Mr. A. Chevalier, Montreal.           |
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|  | Mr. A. J. Neiman, Ottawa.                |
|  | Dr. Ernest R. X. Reid, C.B.E., Montreal. |
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### Governors representing Finance and General Interests.

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|  | Winnipeg.                          |

### Executive Director.

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|  | Miss Charlotte Whitten, C.B.E., M.A. |
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